

# STATE OF TENNESSEE

DEPARTMENT OF AUDIT

## AUDIT MANUAL

STANDARDS AND PROCEDURES

MARCH 2008  
(EFFECTIVE FOR FISCAL PERIODS  
ENDING JUNE 30, 2008, OR LATER)

JOHN G. MORGAN  
COMPTROLLER OF  
THE TREASURY



FOR  
LOCAL  
GOVERNMENTAL  
UNITS  
AND  
RECIPIENTS  
OF GRANT FUNDS



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## PREFACE

This audit manual supersedes the June 2007 State of Tennessee Department of Audit, *Audit Manual*, and any subsequent revisions or additions to that manual. This manual should be used for audits of periods ending on or after June 30, 2008. The purpose of this manual is to assist auditors in auditing and reporting on Tennessee governmental units and recipients of subrecipient funds. However, auditors are ultimately responsible for becoming familiar with applicable auditing and reporting standards. Our objectives in developing this audit manual were as follows:

- To provide auditors:

web site addresses relevant to audits performed for the Comptroller of the Treasury, State of Tennessee;

web site addresses for publications issued by the Comptroller of the Treasury, State of Tennessee;

web site addresses for obtaining authoritative literature related to Tennessee governmental units and nonprofit organizations receiving state funds;

a summary of unique reporting requirements for audits conducted for the Comptroller of the Treasury, State of Tennessee.

This information is provided to help auditors gain a basic understanding of the governmental environment in Tennessee. The manual includes general auditing standards and requirements (Section A) and characteristics of specific entities (Sections B through H). A brief reference listing with web links is included as well (Section I). The appendices include selected schedule examples, selected references to *Tennessee Code Annotated* for counties, municipalities, and utility districts, some suggested audit procedures, fraud considerations and other miscellaneous information.

- To guide the auditor to appropriate literature instead of providing detailed procedures. Detailed information can be found in the appropriate AICPA industry audit guides, *Codification of Statements on Auditing Standards*, *Government Auditing Standards*, OMB circulars, etc. To comply with the standards, an auditor must be knowledgeable of the most recent changes in the accounting profession.

References in this manual are enclosed in parentheses. For questions about this manual, please contact the Comptroller of the Treasury, Department of Audit.

### County Audit

(615) 401-7841

### Municipal Audit

(615) 532-4460

### State Audit

(615) 401-7897

## **Introduction**

This manual sets forth the standards and requirements for audits of Tennessee local governmental units and nongovernmental entities receiving subrecipient funds from or through the state. By statutory authority, the comptroller of the treasury prescribes the standards and requirements for the audit of local governments and grantee agencies. Auditors on the comptroller's staff, internal auditors, and certified public accountants must comply with the comptroller's standards and requirements when conducting applicable audits.

## **Statutory Authority**

Sections 4-3-301–304, *Tennessee Code Annotated*, establishes the department of audit and requires the comptroller of the treasury, as administrative head of the department of audit to

- (1) (A) Perform currently a post-audit of all accounts and other financial records of the state government, and of any department, institution, office or agency thereof in accordance with generally accepted auditing standards and in accordance with such procedures as may be established by the comptroller of the treasury;  
  
(B) Make annually, and at such other times as the general assembly shall require, a complete report on the post audit, such report to be in the form provided by §§ 8-4-109 [through] 8-4-111 and by any subsequent legislation;
- (2) Certify to the fund balance sheets, operating and other statements, covering the condition of the state's finances, as prepared by the department of finance and administration, or by the state treasurer, before publication of such statements;
- (3) Serve as a staff agency to the general assembly, or to any of its committees, in making investigations of any phase of the state's finances;
- (4) Make annually an audit of all the records of the several counties of the state, including the offices of county trustees, circuit court clerks, criminal court clerks, county clerks, and clerks and masters of chancery courts, and all county mayors and judges of the courts of general sessions, specifically including the accounts of all "trust funds" in the hands of clerks and masters, or county clerks, or both, and any other county official, whether elected or appointed;  
  
(A) In lieu of the audit required under the provisions of this subdivision (4), the department may accept an audit made by an independent certified public accountant . . . employed at the expense of the county, if the audit made by such independent certified public accountant . . . meets the minimum standards for county auditing established by the comptroller of the treasury, and approved by the governor;  
  
(B) The audit shall be made annually and copies of the audit furnished to the comptroller of the treasury;

- (C) Any county having an audit made by an independent certified public accountant . . . under the conditions prescribed in this subdivision (4) shall be relieved of paying to the state the fee required by § 9-3-210;
- (D) Beginning July 1, 1974, the department shall prepare the audit required under the provisions of this subdivision (4) in each county of this state at least once in every five-year period, and shall not accept an audit prepared by a certified public accountant . . . in lieu of a state audit for more than four (4) years in every five-year period beginning July 1, 1974, or may, in such manner as the comptroller of the treasury may determine, participate with or monitor the audit with the independent certified public accountant . . .;
- (5) Devise a modern, effective and uniform system of bookkeeping and accounting, subject to the approval of the governor, comprehending:
- (A) An efficient system of checks and balances between the officers at the seat of government entrusted with the collections and receipts, custody and disbursement of the revenues of the state; and
- (B) A system of bookkeeping and accounting, for the use of all county officials and agencies handling the revenues of the state or of any political subdivision thereof; provided, that the comptroller of the treasury and the governor may approve any existing system;
- (6) Perform economy and efficiency audits, program results audits and program evaluations. Any or all of the elements of an audit may be performed, including financial and compliance, economy and efficiency program results and program evaluation;
- (7) Require that audits to be performed by the internal audit staffs of grantees or the internal audit staffs of state departments, boards, commissions, institutions, agencies, authorities or other entities of the state shall be coordinated with the office of the comptroller of the treasury, and any such audit reports as may be issued shall be prepared in accordance with standards established by the comptroller of the treasury. No department, agency, institution, board, commission or authority shall cause internal auditing to be performed by persons who do not meet the job specifications for internal auditors established by the commissioner of personnel and approved by the commissioner of finance and administration and the comptroller;
- (8) Require that all persons, corporations or other entities receiving grants from or through this state shall cause a timely audit to be performed, in accordance with auditing standards prescribed by the comptroller of the treasury; and
- (9) Establish minimum standards for the performance of audits by the internal audit staffs of local governments, special taxing districts, utility districts, political subdivisions, state departments, boards, commissions, institutions, agencies, authorities or other

entities of the state. These standards, which shall be established by the comptroller of the treasury, shall include “Standards for the Professional Practice of Internal Auditing” published by the Institute of Internal Auditors, Inc., or such other standards as may be approved by the comptroller of the treasury. All audit reports issued by such internal audit staffs shall include a statement that the audit was conducted pursuant to these standards.

Section 6-56-105, *Tennessee Code Annotated*, directs the comptroller of the treasury, as administrative head of the department of audit, to ensure that annual audits are made of the accounts and records of each municipality in the State of Tennessee.

Section 8-4-109, *Tennessee Code Annotated*, authorizes the comptroller of the treasury to audit any books and records of any governmental organization that is created under and by virtue of the statutes of the State of Tennessee and that handles public funds when the comptroller deems an audit is necessary or appropriate.

Section 9-2-102, *Tennessee Code Annotated*, states that it is the duty of the department of audit to prescribe a uniform system of bookkeeping, designating the character of books, reports, receipts, and records and the method of keeping them in all state, county, and municipal offices, including utility districts, which handle public funds. Any existing system may be approved by the comptroller of the treasury, subject to the concurrence of the commissioner of finance and administration.

Section 49-2-112, *Tennessee Code Annotated*, states that the department of audit is responsible for ensuring that the audits of local school activity and other internal school funds are prepared in accordance with generally accepted government auditing standards and for determining that the audits meet minimum audit standards and regulations prescribed by the comptroller.

Section 7-82-401, *Tennessee Code Annotated*, states that the department of audit is responsible for ensuring that the audits of utility districts are prepared in accordance with generally accepted government auditing standards and that the audits meet the minimum audit standards prescribed by the comptroller.

Section 9-3-211, *Tennessee Code Annotated*, requires an annual financial audit of each office, department, agency, division, or board charged with the care and control of a local government’s public funds. Any audit performed by the internal audit staff of such an entity must be in accordance with the standards established by the comptroller.

Section 9-3-212, *Tennessee Code Annotated*, states that it shall be the duty of the governing body of each political subdivision, special taxing district, board, commission, educational cooperative, intergovernmental cooperative, or other governmental agency to contract and pay for an annual audit. This section also establishes the comptroller of the treasury’s responsibility for ensuring that such audits are performed in accordance with generally accepted government auditing standards and that such audits meet the minimum standards prescribed by the comptroller. Also, the comptroller of the treasury may require additional investigative or review work, to be paid for by the entity.

Section 9-3-213, *Tennessee Code Annotated*, requires that the auditor furnish a copy of the local government audit report to the comptroller of the treasury.

Section 71-5-130, *Tennessee Code Annotated*, states that the comptroller of the treasury shall determine payments to Medicaid providers in accordance with rules established by the department of health. To determine payments to providers, the comptroller is authorized to enter into contracts with other state agencies or organizations providing such services. The comptroller, in consultation with the department of health, may require that cost data submitted by providers be certified by a certified public accountant. All cost data submitted to the comptroller's office is subject to audit.

Section 69-6-142, *Tennessee Code Annotated*, states that the comptroller of the treasury, through the department of audit, shall be responsible for ensuring that the audits of watershed districts are prepared in accordance with generally accepted government auditing standards and that the audits meet the minimum standards prescribed by the comptroller.

Section 7-86-113, *Tennessee Code Annotated*, states that the comptroller of the treasury, through the department of audit, shall be responsible for ensuring that the audits of emergency communication districts are prepared in accordance with generally accepted government auditing standards and that the audits meet the minimum standards prescribed by the comptroller.

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## SECTION A

### GENERAL INFORMATION

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#### Comptroller's Responsibility

In 1937, the General Assembly created a Department of Audit in Tennessee state government and designated the Comptroller of the Treasury as the administrative head of this department. Various sections of *Tennessee Code Annotated* set forth the Comptroller's duties for auditing the accounts and records of departments, institutions, and agencies of state and local government.

The Comptroller of the Treasury is the public official in Tennessee responsible for the audit of the various departments, institutions, and agencies of state government; nonprofit or private organizations receiving subrecipient funds from such entities; and Tennessee local governments and political subdivisions. For some of these entities, the Comptroller may accept audits prepared by certified public accountants in lieu of state audits, provided the contracts for such audits are approved by the Comptroller of the Treasury (***CONTRACT TO AUDIT ACCOUNTS***) and provided that such audits meet minimum standards established by the Comptroller. This manual and the related web links address the Comptroller's requirements for auditing such entities.

The Comptroller or the Comptroller's representative has authority to review the certified public accountant's audit working papers and the completed report to determine if standards and procedures prescribed by the Comptroller have been followed. Reviews may take place during the course of the audit or after the completion of the audit report. Such reviews are conducted to improve and give direction to the statewide audit effort.

#### Auditing Standards

The United States Government Accountability Office has published *Government Auditing Standards* (***YELLOW BOOK***) which sets forth the auditing standards required for audits of all federal programs. The audits of Tennessee governmental units and recipients of subrecipient funds shall conform to these standards. A statement in the auditor's report that the audit was made in accordance with *Government Auditing Standards* (generally accepted government auditing standards) will be acceptable language to indicate that the audit was made in accordance with these standards.

Those governmental units and recipients of subrecipient funding that are subject to any federal audit provisions must comply with those audit standards as well (*OMB CIRCULARS*).

All governmental units are required to have an annual audit, regardless of federal or state funding levels.

Any nongovernmental entity that expends \$500,000 or more under a state contract which establishes a subrecipient relationship (which may include federal pass-through awards) during a year is required to have an audit conducted in accordance with *Government Auditing Standards* (Yellow Book). Program-specific audits must be approved prior to the execution of a Contract to Audit Accounts.

The board of probation and parole requires an audit regardless of the level of funding received by the agency. A contract to audit must be executed with the department of audit, as required by *Tennessee Code Annotated*, Section 40-36-303(d)(1).

The American Institute of Certified Public Accountants (AICPA) requires members to state that the audit was made in accordance with auditing standards generally accepted in the United States of America. Also, members should state that their examination was performed in accordance with those additional standards and requirements set forth in the above publications.

## **Coverage**

The audit must cover all funds and all offices, departments, agencies, or other units of the entity that collect or disburse funds or provide services or supervise any other assets belonging to the entity. Separate audits may be conducted for one or more departments if deemed necessary by the governing body and if approved by the Comptroller of the Treasury of the State of Tennessee.

The reporting entity should be determined in accordance with standards established by the Governmental Accounting Standards Board (GASB).

The auditor must consider materiality for any local government as provided for in the AICPA Audit and Accounting Guide, *State and Local Governments*.

The Comptroller of the Treasury shall require auditors of local governments to express an opinion on each of the opinion units which collectively comprise the basic financial statements required by the GASB Statement 34 financial reporting model. However, a local government at its option may engage the auditor to also express an opinion on the combining and individual fund financial statements that are presented as supplementary information accompanying the basic financial statements.

For audits submitted to the Division of Municipal Audit, the budgetary information for the general fund and each major special revenue fund for which a legally adopted annual budget is

required must be included as a part of the basic financial statements and should be opined on accordingly. In addition, an opinion on whether accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the combining, individual fund, and budgetary schedules as well as the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.

### **Audit Period**

Audits should cover at least one fiscal year, 12 months, unless otherwise approved by the Comptroller. Ordinarily, the fiscal year ends on June 30 for Tennessee governmental entities. Unless prohibited by law, other fiscal year-ends may be allowed. All counties, municipalities, and internal school funds have a June 30 fiscal year-end. The fiscal year-end varies for utility districts, housing authorities, other special purpose governments, and nonprofit organizations.

### **Legal and Contractual Compliance**

The auditor shall determine compliance with legal requirements in the handling of public funds. When presenting findings in the audit report, the auditor is responsible for directing particular attention to violations of federal and state laws and regulations, private acts, charter provisions, OMB circulars, and subrecipient contract requirements.

Any reasonable suspicion of fraud, such as defalcation, misappropriation, misfeasance, malfeasance, embezzlement or other illegal acts shall be reported by the auditor, **in writing immediately upon discovery**, to the Comptroller of the Treasury, State of Tennessee, who shall under all circumstances have the authority, at the discretion of the Comptroller, to directly investigate such matters. If the circumstances disclosed by the audit call for a more detailed investigation by the auditor than necessary under ordinary circumstances, the auditor shall inform the organization's governing body in writing of the need for such additional investigation and the additional compensation required therefore. Upon approval by the Comptroller of the Treasury, an amendment to this contract may be made by the organization's governing body and the auditor for such additional investigation.

### **Competency**

Audits must be conducted by either certified public accountants or the audit staff of the Comptroller of the Treasury. All auditors must have adequate training and experience in governmental accounting and be in good standing in their profession. At least once every three years, the audit firm shall participate in an external quality control review conducted by an organization not affiliated with the firm being reviewed. Continuing education requirements are addressed in *Government Auditing Standards*. Auditors should have a practical working knowledge of state and federal laws and regulations controlling the financial operations of the auditee.

## Awarding Audit Contracts

Section 12-4-106, *Tennessee Code Annotated*, does not allow counties, municipalities, metropolitan governments, towns, utility districts, and other municipal and public corporations of this state to award audit contracts based on competitive bids. The audit contracts must be awarded on the basis of recognized competence and integrity. Although competitive bidding is prohibited, interviews may be conducted to determine the capabilities of eligible persons or groups.

The Comptroller's Office recommends that all organizations require audit firms to complete and submit a Request For Proposal. The Request For Proposal provides information that is extremely beneficial in evaluating whether an audit firm possesses the necessary capabilities to conduct an audit of the organization. ([\*SAMPLE REQUEST FOR PROPOSAL – APPENDIX E\*](#))

## Comptroller's Approval of Audit Contracts

The Comptroller has prescribed a uniform audit contract for local and special purpose governments, nongovernmental organizations that meet the definition of a subrecipient, and managed care organizations contracting with the state's TennCare Program. Three copies of the contract must be properly executed, submitted to the Comptroller of the Treasury, and approved by the Comptroller before any audit work is begun. By September 30 of the fiscal year to be audited (nine months **prior** to the end of the fiscal year), all school systems are required to contract for the audit of the activity and noncentralized cafeteria funds and for additional audit procedures for centralized cafeteria systems in counties and special school districts.

Entities must use the Comptroller's Contract to Audit Accounts form ([\*CONTRACT TO AUDIT ACCOUNTS\*](#)). The Comptroller will not approve a retyped contract.

If the uniform contract includes more than one annual audit period, financial reporting shall conform with the guidelines in Sections A, page 7 and Sections C through H of this manual, as applicable.

The Contract to Audit Accounts establishes the date by which the audit report shall be submitted. When considering approval of a contract to audit, the Comptroller will evaluate the circumstances related to previous audit reports that were submitted after the due date.

When a certified public accountant is considering conducting a special audit-related service that is not included in the audit contract approved by the Comptroller, the auditor must notify the Comptroller of the proposed work. A written contract, explaining the nature and extent of the engagement, must be approved by the Comptroller's Office before any work is started.

## Consideration of Fraud and Illegal Acts and Audit Procedures

The auditor is responsible for performing risk assessment procedures and developing an audit plan for each audit. No one audit plan will suffice in every audit and no group of audit steps is comprehensive enough to cover all circumstances. However, certain required audit procedures have been established by various state departments' rules, regulations, and policies. The audit procedures in [Appendix C](#) should be accessed prior to conducting any audit to identify those procedures which this office requires the auditor to consider when developing an audit plan as well as the high-risk areas included in [Appendix B](#) which must be considered as a part of the auditor's fraud risk assessment. Although the Comptroller's web site addresses some of the recurring inquiries from auditors, it should **not** be considered to be a comprehensive resource for all requirements related to an audit. If an auditor is not sure of the compliance issues governing a particular state funding source, the appropriate department should be contacted. Selected state department addresses and telephone numbers may be located at the following web site ([STATE DEPARTMENT PHONE NUMBERS](#)).

Item 10 of the Contract to Audit Accounts stipulates the following:

Any reasonable suspicion of fraud, such as defalcation, misappropriation, misfeasance, malfeasance, embezzlement or other illegal acts shall be reported by the auditor, **in writing immediately upon discovery**, to the Comptroller of the Treasury, State of Tennessee, who shall under all circumstances have the authority, at the discretion of the Comptroller, to directly investigate such matters. If the circumstances disclosed by the audit call for a more detailed investigation by the auditor than necessary under ordinary circumstances, the auditor shall inform the organization's governing body in writing of the need for such additional investigation and the additional compensation required therefore. Upon approval by the Comptroller of the Treasury, an amendment to this contract may be made by the organization's governing body and the auditor for such additional investigation.

Although the above requirements have been in place for many years, we have had different situations where audit firms have failed to meet their contractual obligation as referenced above.

The Tennessee State Board of Accountancy will be informed of all future failures to meet the above referenced contractual obligations so that they may take whatever disciplinary action they deem appropriate.

## Confirmations from State

Certain state confirmations related to counties, municipalities, and school food service funds are distributed by the Divisions of County and Municipal Audit of the Comptroller's Office via email or are posted on the web. However, the divisions cannot assemble the confirmations until all state departments provide the necessary information. For additional information

regarding on-line confirmations, please see the comptroller's web site ([\*\*\*ON-LINE CONFIRMATIONS\*\*\*](#)). If you need additional information, the divisions' mailing addresses and FAX numbers are as follows:

Comptroller of the Treasury  
Division of Municipal Audit  
Bank of America Plaza  
414 Union Street, Suite 1100  
Nashville, TN 37219-1718  
FAX (615) 532-4499

Comptroller of the Treasury  
Division of County Audit  
Suite 1500  
James K. Polk State Office Building  
Nashville, TN 37243-0269  
FAX (615) 741-6216

The following is a list of confirmations available through the Comptroller's web site. (Banks approved to operate in the [\*\*\*Tennessee Bank Collateral Pool, allotment code definitions, grantor agency contacts\*\*\*](#) are available on the web. Program guidelines and requirements must be confirmed directly with the grantor.)

1. State-shared revenues to counties
  - (a) Excise Tax
  - (b) County Roads Revenue
  - (c) Severance Tax
  - (d) Mixed Drink Tax
  - (e) Income Tax
  - (f) Gasoline and Motor Fuel Tax
  - (g) Beer Tax
  - (h) Alcoholic Beverage Tax
  - (i) Local Option Sales Tax
  - (j) TVA-In Lieu of Tax
  - (k) Flood Control
  - (l) Alcoholic Beverage Contraband
  - (m) Forestry Fund
  - (n) Telecommunications Sales Tax
  - (o) Forest Product Sales
  - (p) Police Jurisdictions – Unauthorized Substances Tax
2. State-shared revenues to municipalities
  - (a) Income Tax
  - (b) Gasoline and Motor Fuel Tax
  - (c) Beer Tax
  - (d) TVA-In Lieu of Tax
  - (e) Sales Tax
  - (f) Alcoholic Beverage Contraband
  - (g) Local Options Sales Tax
  - (h) Mixed Drink Tax
  - (i) City Streets and Transportation System

- (j) Excise Tax
  - (k) Telecommunications Sales Tax
  - (l) Police Jurisdictions – Unauthorized Substances Tax
- 
- 3. Wholesale Beer Tax Payments
  - 4. Subrecipient Payments
  - 5. County roads payments and local road enhancement payments to county and municipal governments
  - 6. TVA payments to counties
  - 7. Mortgage realty payments to counties
  - 8. Fish and game license payments to counties
  - 9. Local Government Insurance Cooperative Insolvency Assessment
  - 10. Gross value of commodities distributed to school systems (detailed distributions are not currently available)
  - 11. Gross value and detailed distributions of commodities to certain nonprofit organizations
  - 12. Retirement information for entities participating in the Tennessee Consolidated Retirement System
  - 13. State Department of Education allocations
  - 14. ADA information from the State Department of Education
  - 15. Emergency Communications Districts -Shared Wireless Charge
  - 16. Drinking Water and Clean Water Loan Programs (Information prior to 2006 must be confirmed directly with the Comptroller of the Treasury, Division of Bond Finance, Suite 1600, James K. Polk Building, Nashville, TN 37243-0273)

### **Reporting Requirements**

The audits of governmental departments, institutions, agencies, and subrecipients shall include the following, if applicable:

- 1. Governmental units and political subdivisions, except for internal school funds, are encouraged to issue a financial report that includes the minimum requirements of a comprehensive annual financial report of a governmental unit,

as prescribed by GASB pronouncements. However, at a minimum the financial report should conform with the general report outline below.

2. The financial section for school activity and cafeteria funds should conform with reporting requirements outlined in the *Tennessee Internal School Uniform Accounting Policy Manual* used in conjunction with this manual.
3. The financial section for a component unit should conform with the general report outline and include the minimum content of a component unit financial report as prescribed by GASB pronouncements, and should encompass all funds of the audited entity.
4. The financial section for nonprofit organizations receiving subrecipient funding should conform with accounting principles generally accepted in the United States of America (GAAP) applicable to the entity.
5. Financial reports covering more than one fiscal year that are submitted to the Division of Municipal Audit should include:
  - A Statement of Financial Position for the end of the period being audited;
  - Operating Statements for each fiscal year being audited;
  - Cash Flow Statements for each fiscal year being audited.

## **General Report Outline**

All financial reports submitted to the Comptroller of the Treasury must comply with the following general report outline. Unique requirements related to each entity type (county, municipality, utility district, etc.) can be located in Sections B through H, as applicable.

All audit reports shall include the following information, as applicable, and should conform to the following outline.

### **I. Introductory Section**

Table of contents, letter(s) of transmittal, roster of publicly elected officials, roster of management officials, roster of board members, and any other material deemed appropriate by management.

### **II. Financial Section**

- A. Auditor's Report on the Financial Statements, which shall state that the audit was performed in accordance with *Government Auditing Standards* (generally accepted government auditing standards). Please refer to the AICPA Audit and Accounting Guide, *State and Local Governments*, for reporting guidance.

The Comptroller of the Treasury shall require auditors of local governments to express an opinion on each of the opinion units which collectively comprise the basic financial statements required by the GASB Statement 34 financial reporting model. However, a local government at its option may engage the auditor to also express an opinion on the combining and individual fund financial statements that are presented as supplementary information accompanying the basic financial statements.

- B. Management's Discussion and Analysis
- C. Financial statements of the organization (refer to Sections B through H for additional information for a particular entity), including Notes to the Financial Statements.
- D. Required Supplementary Information (GASB or FASB)
- E. Supplemental information (refer to Sections B through H for additional information for a particular entity). The auditor should include a report on the supplemental information. This report may be separate or a part of the Auditor's Report.
- F. Schedule of Expenditures of Federal Awards and State Financial Assistance (could be included in the Single Audit section of the report).

For additional guidelines that govern reporting on separate audits of departments, divisions or funds, please refer to the [\*Topical Index\*](#) on the Municipal Audit web site for current reporting information.

Different requirements regarding the level of information to be presented in this schedule are governed by the audit division approving the contract.

**Municipal Audit**—This schedule must identify the various programs under which the organization received government funds (federal and state assistance). The minimum amount of information is illustrated in an example in this section. The title may change if no federal funds are involved.

**County Audit**—This schedule must identify the various programs under which the organization received government funds (federal and state assistance). The minimum amount of information is set forth in OMB Circular A-133, *Audits of States, Local Governments, and Non-Profit Organizations*.

- III. Statistical Tables (as required by GAAP, if a CAFR is issued)
- IV. Internal Control and Compliance Section/Single Audit Section

All audits performed for the Comptroller's Office shall be conducted in accordance with generally accepted government auditing standards. Various publications address internal control and compliance related to the financial statements and give examples of required reports.

Any findings addressed in the reports should include management's comments.

When a separate management letter identifying other matters involving internal control or other immaterial noncompliance is issued, it shall be submitted to the Comptroller, along with the audit report. The letter shall not contain any reportable item or material instance of noncompliance not disclosed in the findings in the published audit report.

# MUNICIPAL AUDIT FORMAT

Anytown, Tennessee  
Schedule of Expenditures of Federal Awards and State Financial Assistance  
For the Year Ended June 30, 20XX

Federal Grantor/ Pass-Through Grantor	CFDA Number	Contract Number	Beginning (Accrued) Deferred	Cash Receipts	Expenditures	Ending (Accrued) Deferred
<b><u>Federal Awards</u></b>						
US Dept. of Transportation*	20.509	04-37689-5	\$ -	\$ 400,320.00	\$ 400,320.00	\$ -
US Dept. of Transportation/TN Dept. of Transportation	20.509	Z9704933	(18,000.21)	480,009.12	490,723.14	(28,714.23)
Total Program 20.509			\$ (18,000.21)	\$ 880,329.12	\$ 891,043.14	\$ (28,714.23)
US Dept. of Agriculture/TN Dept. of Agriculture (Note: Noncash Assistance)	10.550	GR9707367	\$ 434.82	\$ 1,200.44	\$ 1,400.93	\$ 234.33
US Dept. of Justice	16.580	N/A	-	20,000.00	20,000.00	-
TOTAL FEDERAL AWARDS			\$ (17,565.39)	\$ 901,529.56	\$ 912,444.07	\$ (28,479.90)
<b><u>State Financial Assistance</u></b>						
TN Dept. of Environment & Conservation	N/A	Z60728725	\$ 2,000.00	\$ 24,853.19	\$ 26,853.19	\$ -
TN Dept. of Human Services	N/A	GR6104895	(719.93)	11,818.93	19,584.68	(8,485.68)
TOTAL STATE AWARDS			\$ 1,280.07	\$ 36,672.12	\$ 46,437.87	(8,485.68)
TOTAL FEDERAL & STATE AWARDS			\$ (16,285.32)	\$ 938,201.68	\$ 958,881.94	\$ (36,965.58)

\*This grant was passed through to a subrecipient, the Clearwater Utility District.

## Loans Outstanding:

Note 1: At June 30, 20XX, there was an outstanding balance of \$352,291.07 on a loan obtained in a previous year through the State Revolving Loan Fund. The loan was 80 percent federally funded. Payments during the current fiscal year totaled \$23,818.54.

## Basis of Presentation:

Note 2: The accompanying Schedule of Expenditures of Federal Awards and State Financial Assistance summarizes the expenditures of Anytown under programs of the federal and state governments for the year ended June 30, 20XX. The schedule is presented using the modified accrual basis of accounting.

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## SECTION B

# REPORTING AND AUDITING REQUIREMENTS TENNESSEE COUNTIES

(INCLUDING RELATED COMPONENT UNITS)

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### Background

County government in Tennessee may be structured in several ways. The *Constitution of the State of Tennessee* states that the General Assembly may provide alternate forms of county government, including the right to charter. The *Constitution* also allows a county to organize under a consolidated form of government.

Numerous state statutes and private acts, as well as rules and regulations, govern a county's financial operations. ([\*GO TO SELECTED LAWS – APPENDIX D\*](#)) Additionally, the county legislative body may enact resolutions establishing policy or procedure, authorize various activities, and transact other business such as adopting budgets, filling vacancies, creating boards or authorities, making appointments to boards or authorities, and authorizing the issuance of bonds and notes.

In each county, there are a minimum of 11 county offices:

- |                            |                                    |
|----------------------------|------------------------------------|
| 1. County Trustee          | 7. General Sessions Court Clerk    |
| 2. County Mayor            | 8. Chancery Court Clerk and Master |
| 3. Department of Education | 9. Register                        |
| 4. Department of Highways  | 10. Sheriff                        |
| 5. County Clerk            | 11. Assessor of Property           |
| 6. Circuit Court Clerk     |                                    |

The county mayor serves as the chief fiscal officer of a county, although the mayor has little control over the assessment of property, the collection of property tax, the salaries and disbursements of other elected county officials, and some county-owned institutions. In most counties, the county mayor is responsible for administering general county operations. The education and highway departments make up the other primary areas of a county government's fiscal operations. These three offices or departments are known as a county's "program agencies." The county trustee, as the treasurer for the county, collects taxes and other revenues

and maintains the fund account balances from which disbursements of the county's offices or departments are paid.

## Financial Reporting

### General:

Financial statements should be prepared in conformity with accounting principles generally accepted in the United States of America. The basic financial statements should comply with the provisions of the Governmental Accounting Standards Board, as detailed in the *Codification of Governmental Accounting and Financial Reporting Standards*. Under the provisions of GASB Statement No. 14, *The Financial Reporting Entity*, the board of education is a component unit of the county and should be reported discretely in the county's comprehensive annual financial report. Also, all counties, except Davidson, Hamilton, Knox, and Shelby, must adopt the "County Uniform Chart of Accounts," (**COUNTY CHART OF ACCOUNTS**).

The financial transactions of county constitutional offices, such as trustees, county clerks, clerks of courts, registers, clerk and masters, and sheriffs, should be consolidated with the financial statements of the county in the annual financial report or comprehensive annual financial report (CAFR) in order to conform with accounting principles generally accepted in the United States of America. There is no requirement for financial statements of the constitutional offices to be issued separately from the county's report. A county may present separate financial reports on the constitutional offices, if so desired.

### Additional Requirements of the Comptroller's Office:

County officials are encouraged to issue a financial report that conforms to the requirements of the Governmental Accounting Standards Board related to a comprehensive annual financial report (CAFR). However, audit reports for counties shall, at a minimum, conform to the general report outline in **Section A** of this manual and include the following supplementary information.

1. Supplementary Information:
  - a. Combining statements for nonmajor governmental and proprietary funds.
  - b. Combining statements for internal service funds.
  - c. Combining statement for agency funds.
  - d. Budgetary schedules for all nonmajor governmental funds with annual appropriated budgets.

**Reporting and Auditing Requirements – Tennessee Counties - Section B**

- e. Fund information for discretely presented component units that do not issue separate financial statements.

Note: Individual fund revenues should be classified by individual source (property tax, TVA-in lieu of tax, beer tax, etc.), and expenditures should be classified by function, organizational unit, and object. At a minimum, budgetary schedules should present detail consistent with the entity's legally adopted budget.

- f. Schedules.

- (1) Schedule of Expenditures of Federal Awards and State Financial Assistance (This schedule is required if the entity expended subrecipient funds, regardless of the amount.)
- (2) The following schedules are required, if applicable, whether the county issues a CAFR or not. Certain schedules may exceed GASB's minimum requirements; however, the information provided is used by other state departments. The following are required schedules:
  - (a) Schedule of Investments.
  - (b) Schedule of Changes in Long-Term Notes, Capital Leases, Bonds Payable and other Loans Payable.
  - (c) Schedule(s) of Long-Term Debt, Principal, and Interest Requirements (e.g., bonds, notes, and other long-term debt—by individual issue) by Fiscal Year—All Funds.
  - (d) Schedule of Transfers.
  - (e) Schedule of Salaries and Official Bonds of Principal Officials
  - (f) Schedule of Utility Rate Structure, Number of Customers
  - (g) Schedule of Unaccounted for Water (See Example Schedule in [Appendix A](#))

### **County Schools–Centralized Cafeteria Funds**

Centralized food service funds of a special school district or county school system must be reported in one of the board of education's funds in the county's report.

### **Office of Assessor of Property**

The audit of the office of assessor of property is not a financial audit. The objective of the audit is to determine if the procedures, used by assessors for performing local assessment functions, are in compliance with laws and regulations. The Division of Property Assessments monitors assessors of property to determine compliance with certain state statutes and regulations. This monitoring should be relied on for reporting noncompliance issues.

The audit of the office of assessor of property does not affect the auditor's report on the county's financial statements or the related reports on compliance and internal control structure. However, the auditor must report the results of the monitoring of the office of assessor of property in the internal control and compliance section of the county's audit report or in a separate findings and recommendations section of the county's audit report. Any questions regarding the audit of the office of assessor of property should be directed to the Division of County Audit. (***PROPERTY ASSESSMENTS***)

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## SECTION C

### REPORTING AND AUDITING REQUIREMENTS TENNESSEE MUNICIPALITIES (INCLUDING RELATED COMPONENT UNITS)

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#### Background

Municipalities in Tennessee may be chartered under the Private Acts of the State of Tennessee or under one of the uniform charters set forth in *Tennessee Code Annotated*. The three basic forms of municipal government found in Tennessee are mayor and board of aldermen, city manager and board of commissioners, and modified city manager and council. ([\*GO TO SELECTED LAWS – APPENDIX D\*](#))

Section 9-2-102, *Tennessee Code Annotated*, requires the Comptroller of the Treasury to prescribe a uniform accounting system for use by all municipal officials. The statute states, “It is the duty of all officials to adopt and use the system and the character of books, reports, and records designated.” An accounting system has been defined as “the methods and records established to identify, assemble, analyze, classify, record and report a government’s transactions and to maintain accountability for the related assets and liabilities.”

In order to fulfill this responsibility to provide a comprehensive uniform accounting system, the Comptroller of the Treasury issued the *Internal Control and Compliance Manual for Tennessee Municipalities*. This manual sets forth guidance for establishing internal control and identifies compliance issues related to state laws and regulations affecting municipalities. The manual is to be used in conjunction with the first 7 chapters and chapter 15 and all updates of the Government Finance Officers Association’s 2005 *Governmental Accounting, Auditing, and Financial Reporting*, commonly known as the Blue Book. Other relevant information in the Blue Book should be considered if it does not conflict with guidance in any Manuals issued by the Comptroller’s Office.

#### Financial Reporting

##### General:

The basic financial statements of all municipalities should comply with the provisions of the Governmental Accounting Standards Board, as detailed in the *Codification of Governmental Accounting and Financial Reporting Standards*.

If a separate financial report is issued for a fund of the municipality, all requirements of this section applicable to that fund financial report should be included. Additional guidelines for the departmental financial statements for municipal boards of education can be found on our website at <http://www.comptroller.state.tn.us/ma/financialreporting.htm>

Additional Requirements of the Comptroller's Office:

Municipal officials are encouraged to issue a financial report that conforms to the requirements of the Governmental Accounting Standards Board (GASB) related to a comprehensive annual financial report (CAFR). However, audit reports for municipalities shall, at a minimum, conform to the general report outline in *Section A* of this manual and include the following supplemental information. The schedules required are significantly less than what would be required in a CAFR. Additional requirements and/or clarifications regarding the financial statements and required schedules are identified below.

1. GASB permits budgetary information to be included as Required Supplementary Information or as basic financial statements for the general fund and each major special revenue fund for which a legally adopted annual budget is required. However, our office requires the detailed legally adopted budgetary information for these funds to be included in the basic financial statements. The auditor's opinion should cover this information.
2. Additionally, an opinion on whether the accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the combining, individual fund, and budgetary schedules as well as the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.
3. Additional Detail Required for Revenues and Expenditures:

In addition to revenues being presented by source (e.g., taxes, intergovernmental revenues, licenses and permits, fines and forfeits, etc.) as required by generally accepted accounting principles, taxes and intergovernmental revenues should be further detailed by specific source (e.g., property tax, TVA-in lieu of tax, beer tax, gasoline and motor fuel tax, etc.).

In addition to being classified by function (or program) and character (e.g., current, capital outlay, debt service and intergovernmental expenditures) as required by generally accepted accounting principles, expenditures should be further detailed by object classes. The detail presented for expenditures must be sufficient to exhibit legal and

budgetary requirements (e.g., detail of state street aid fund expenditures: paving, street lighting, mowing, debt service, etc.).

The additional detail of revenues by specific source and expenditures by object classes should be either in the financial and/or budgetary statements or schedules of the major and nonmajor funds or, as additional supplemental schedules. Excessively detailed object classifications for expenditures should be avoided.

4. Supplemental Information:
  - a. Combining statements for nonmajor governmental and proprietary funds.
  - b. Combining statements for internal service funds.
  - c. Combining statement for agency funds.
  - d. Individual budgetary schedules for all nonmajor governmental funds with annual appropriated budgets. (The schedule should include three (3) columns. One for the original budgetary amounts, one for the final budgetary amounts, and one for actual expenditures. An additional column is recommended, though not required, to display variances.)
  - e. Fund information for discretely presented component units that do not issue a separate audit report.
  - f. Schedules.
    - (1) A schedule of Schedule of Expenditures of Federal Awards and State Financial Assistance. (This schedule is required if the organization has expended any subrecipient funds, regardless of the amount expended. In addition, the composition of the schedule should conform to the example in [Section A](#), which exceeds OMB requirements.)

For additional guidelines governing reporting on separate audits of departments, divisions or funds, please refer to the [Topical Index](#) web site for current reporting information which may be found under various headings, including financial reporting and the entity type being audited.

## Reporting and Auditing Requirements – Tennessee Municipalities Section C

- (2) The following schedules are required, if applicable, whether the municipality issues a CAFR or not (except as otherwise noted). Certain schedules may exceed GASB's minimum requirements; however, the information provided is used by other state departments.
  - (a) Schedule of Transfers (may be omitted if transfer disclosure in the notes to the financial statements is adequate, i.e., transfers disclosed by individual fund for all major and nonmajor funds).
  - (b) Schedule(s) of Long-Term Debt, Principal, and Interest Requirements (e.g., bonds, notes, and other long-term debt—by individual issue) by Fiscal Year—All Funds.
  - (c) Uncollected Delinquent Taxes Filed in accordance with applicable laws.
  - (d) Utility Rate Structure and Number of Customers.
  - (e) Unaccounted for Water (See Example Schedule in [Appendix A](#)).
  - (f) Schedule of Changes in Property Taxes Receivable – By Levy Year (which should tie to the financial statements and may be omitted if a CAFR is issued) (See Example Schedule in [Appendix A](#)).
  - (g) Property Tax Rates and Assessments – Last 10 Years.
  - (h) Additional schedule(s), if necessary, of taxes and intergovernmental revenue by specific source and expenditures by object.
- (3) If the municipality provides several utility services and accounts for all of those activities in a single fund, detailed schedules of revenues and expenses and net assets related to each division must be included in supplemental information. If sufficiently detailed information is included in the notes to the financial statements, these additional schedules are not required. This information is necessary to demonstrate compliance with state laws regarding utility operations.

## **Reporting and Auditing Requirements – Tennessee Municipalities Section C**

- (4) If a municipality is providing cable, internet, and/or related services, additional schedules must be included that provide sufficient detail to demonstrate compliance with *Tennessee Code Annotated* 7-52-601 et al. unless sufficient detail is presented in the basic financial statements.

### **Municipal Schools–Centralized Cafeteria Funds**

A municipal school system's centralized cafeteria funds are reported in one of the board of education's funds in the municipality's annual financial report.

### **Municipal Schools – Board of Education**

Please refer to the following web site for current reporting information.  
(<http://www.comptroller.state.tn.us/ma/financialreporting.htm>)

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## SECTION D

### REPORTING AND AUDITING REQUIREMENTS SPECIAL PURPOSE GOVERNMENTS (INCLUDING RELATED COMPONENT UNITS)

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#### Emergency Communications Districts

##### Background

Emergency communications districts (ECDs) are created under the authority of Title 7, Chapter 86, *Tennessee Code Annotated (TCA)*. The purpose of an ECD is to provide an emergency communications service whereby a public safety answering point may receive telephone calls dialed to the 911 telephone number. A voter referendum is required for the creation of an ECD. Section 7-86-106, *TCA*, provides that ECDs are municipalities or public corporations. The powers are vested in a board of directors. Funds to operate ECDs are largely generated from a monthly telephone charge levied on all telephone customers in a district.

##### Financial Reporting

###### General

Emergency communications districts should be accounted for as enterprise funds on the accrual basis of accounting. Accounting and financial reporting requirements for emergency communications districts are included in the [\*Accounting and Financial Reporting Manual for Tennessee Emergency Communications Districts\*](#) published by the Comptroller of the Treasury.

## Housing Authorities

### Background

Housing authorities in Tennessee are authorized to be created under Title 13, Section 20, *Tennessee Code Annotated*, and are bodies corporate and politic. Housing authorities are created to provide shelter to lower income citizens and frequently receive substantial capital and operating programs from the U.S. Department of Housing and Urban Development (HUD).

### Financial Reporting

#### General

Housing authorities are required to maintain accounts and present financial statements which comply with the reporting requirements established by the Governmental Accounting Standards Board (GASB). The basic financial statements of all housing authorities should comply with the provisions of the Governmental Accounting Standards Board, as detailed in the *Codification of Governmental Accounting and Financial Reporting Standards*.

#### Additional Requirements of the Comptroller's Office

##### Division of Municipal Audit

1. An opinion on whether the accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the combining statements, as well as the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.
2. A Schedule of Expenditures of Federal Awards and State Financial Assistance. (This schedule is required if the organization has expended any subrecipient funds, regardless of the amount expended. In addition, the composition of the schedule should conform to the example in [Section A](#), which exceeds OMB requirements.)

## Public Utility Districts

### Background

Public utility districts in Tennessee are created under the authority of Title 7, Chapter 82, *Tennessee Code Annotated*, the Utility District Law of 1937. Utility districts created under this chapter are empowered to operate and maintain a system for furnishing any of the following: water, sewer, sewage disposal, natural gas, police, fire protection, garbage collection and garbage disposal, street lighting, parks and recreational facilities, transit facilities, community antenna television service, and transmission of industrial chemicals by pipeline to or from industries or plants within the boundary of the district. ([GO TO SELECTED LAWS – APPENDIX D](#))

Although this law empowers a public utility district to furnish any of the above, most districts confine their services to furnishing water and/or sewer, or natural gas.

### Financial Reporting

#### General

Public utility districts maintain their accounting systems on the accrual basis, with the exception that revenue from utility sales may be recognized when billed. This method is widely accepted because of the difficulty in measuring utility services sold before the audit cutoff date. The amount of revenue earned and not recognized at year-end will be offset by the amount carried forward from the preceding year, and any net difference is generally minor. The basic financial statements of all utility districts should comply with the provisions of the Governmental Accounting Standards Board, as detailed in the *Codification of Governmental Accounting and Financial Reporting Standards*. Accounting procedures applicable to utility districts are set forth in the *Uniform Accounting Manual for Tennessee Utility Districts* published by the Comptroller of the Treasury. Additional guidelines can be found in the Government Finance Officers Association's 2005 *Governmental Accounting, Auditing, and Financial Reporting*, commonly known as the Blue Book.

#### Additional Requirements of the Comptroller's Office

##### Division of Municipal Audit

1. An opinion on whether the accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.
2. A Schedule of Expenditures of Federal Awards and State Financial Assistance. (This schedule is required if the organization has expended any subrecipient funds, regardless of the amount expended. In addition, the composition of the

## Reporting and Auditing Requirements – Special Purpose Governments - Section D

schedule should conform to the example in [Section A](#), which exceeds OMB requirements.)

3. Schedule(s) of Long-Term Debt, Principal, and Interest Requirements (e.g., bonds, notes, and other long-term debt—by individual issue) by Fiscal Year.
4. Utility Rate Structure and Number of Customers
5. Unaccounted for Water (See Example Schedule in [Appendix A](#))
6. If the district provides several utility services and accounts for all of those activities in a single fund, a detailed schedule of revenues and expenses and net assets related to each division must be included in supplemental information. If sufficiently detailed information is included in the notes to the financial statements, these additional schedules are not required. This information is necessary to demonstrate compliance with state laws regarding utility operations.

## Public Charter Schools

### Background

Public charter schools are authorized to be created by TCA 49-13-101. They can be created for several reasons, as spelled out in TCA 49-14-106. All public charter school systems have a fiscal year end of June 30, and must be audited annually.

The Board of Education of public charter schools is required to maintain their accounts and records in accordance with generally accepted accounting principles and in conformance with the uniform chart of accounts and accounting requirements prescribed by the Comptroller of the Treasury. The activity and centralized or noncentralized cafeteria funds of public charter schools should be accounted for and reported on in the same manner as the activity funds and centralized or noncentralized cafeteria funds of municipal school systems, as provided for in [Section F](#) of this manual.

### Financial Reporting

#### General:

The basic financial statements of all public charter schools should comply with the provisions of the Governmental Accounting Standards Board, as detailed in the *Codification of Governmental Accounting and Financial Reporting Standards*.

#### Additional Requirements of the Comptroller's Office

##### Division of Municipal Audit

1. An opinion on whether the accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.
2. A Schedule of Expenditures of Federal Awards and State Financial Assistance. (This schedule is required if the organization has expended any subrecipient funds, regardless of the amount expended. In addition, the composition of the schedule should conform to the example in [Section A](#), which exceeds OMB requirements.)

## Other Special Purpose Governments

### Background

Many of the organizations in this category have in the past been referred to as quasi-governmental organizations. Generally, quasi-governmental agencies included development districts, human resource agencies, educational co-ops, and other organizations [except for municipalities, counties (and their political subdivisions), and state colleges and universities] whose charters are included in *Tennessee Code Annotated*. However, the other special purpose governments category is broader and encompasses those agencies previously considered to be quasi-governmental, as well as other entities which meet the definition of a government, such as joint ventures. Such organizations should follow the accounting and reporting guidance established by the Governmental Accounting Standards Board related to a comprehensive annual financial report (CAFR), as applicable.

### Financial Reporting

#### General:

The basic financial statements of all special purpose governments should comply with the provisions of the Governmental Accounting Standards Board, as detailed in the *Codification of Governmental Accounting and Financial Reporting Standards*.

#### Additional Requirements of the Comptroller's Office

##### Division of Municipal Audit

Those special purpose governments that are required to submit their financial report to the Division of Municipal Audit should include:

1. An opinion on whether the accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.
2. A Schedule of Expenditures of Federal Awards and State Financial Assistance. (This schedule is required if the organization has expended any subrecipient funds, regardless of the amount expended. In addition, the composition of the schedule should conform to the example in [Section A](#), which exceeds OMB requirements.)
3. Schedule(s) of Long-Term Debt, Principal, and Interest Requirements (e.g., bonds, notes, and other long-term debt-by individual issue) by

## Reporting and Auditing Requirements – Special Purpose Governments - Section D

Fiscal Year – All Funds.

4. If the special purpose government provides utilities to other governments and/or to private citizens, the financial report must include the following schedules, as applicable:
  - a. Utility Rate Structure and Number of Customers
  - b. Unaccounted for Water (See Example Schedule in [Appendix A](#))
  - c. If the special purpose government provides several utility services and accounts for all of those activities in a single fund, a detailed schedule of revenues and expenses and net assets related to each division must be included in supplemental information. If sufficiently detailed information is included in the notes to the financial statements, these additional schedules are not required. This information is necessary to demonstrate compliance with state laws regarding utility operations.

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## SECTION E

### REPORTING AND AUDITING REQUIREMENTS NONPROFIT ORGANIZATIONS

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#### Nonprofit Organizations

##### Background

Nonprofit organizations (other than those that meet the definition of a special purpose government) that receive funds from the various departments of the State of Tennessee through contractual agreements that establish a subrecipient relationship are subject to various auditing and reporting requirements. Principally, if a nonprofit organization expends \$500,000 (see comment on [A-2](#) for exception to this) or more of subrecipient funding received from the various departments of the State of Tennessee, the nonprofit will be required to have an audit conducted in accordance with the provisions of *Government Auditing Standards*. This provision applies regardless of the amount of federal funds received from all sources (i.e., directly from the federal government, flow-through funds from the State of Tennessee, Tennessee counties, municipalities, special purpose governments, other nonprofit organizations, etc.).

Contracts between nonprofit organizations and the State of Tennessee may involve only state money. However, the contracts often involve federal money received by the State of Tennessee and subsequently used to provide funding to nonprofit organizations. State contracts that include these federal flow-through funds must be combined with other federal funding sources for the purpose of evaluating the applicability of current federal audit requirements. Nonprofit organizations that are required to submit audited financial statements to the Tennessee Comptroller's Office and that meet the audit threshold for a Single Audit must submit the Single Audit to the Tennessee Comptroller's Office.

The budgeted composition of state contracts can generally be determined through a review of the Contract Summary Sheet attached to the contract. If a summary sheet is not available, the department executing the contract should be contacted to determine the funding source(s). Actual payment information should also be confirmed with the contracting department since budgeted amounts may differ from the final payments both in amount and funding composition. ([STATE DEPARTMENT PHONE NUMBERS](#))

Contracts that establish a subrecipient relationship take many forms. As a general rule of thumb, any contract identified by a document number prefix of 'Z', 'GR', 'GG', or 'DG' has been

determined to establish a subrecipient relationship. Other contract prefixes which may establish a subrecipient relationship are 'FA', 'H', 'DA', and 'DP'. Each contract, regardless of the document number prefix, should be evaluated to determine whether it should be treated as establishing a subrecipient relationship. Such contracts should include an audit provision that refers to the current federal audit circular. If there is any doubt about whether a subrecipient relationship has been established by a particular contract, the contracting department should be contacted. (***AUDIT CONSIDERATIONS FOR SUBRECIPIENT FUNDING – APPENDIX C***)

### **Program-Specific Audit**

The Comptroller of the Treasury requires that program-specific audits of state funds, when approved, be conducted in accordance with *Government Auditing Standards* (Yellow Book).

### **Financial Reporting**

#### General

Audit reports for nonprofit organizations shall conform to the requirements of the Financial Accounting Standards Board (FASB).

#### Additional Requirements of the Comptroller's Office

#### Division of Municipal Audit

1. An opinion on whether the accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.
2. A Schedule of Expenditures of Federal Awards and State Financial Assistance. (This schedule is required if the organization has expended any subrecipient funds, regardless of the amount expended. In addition, the composition of the schedule should conform to the example in ***Section A***, which exceeds OMB requirements.)

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## SECTION F

### REPORTING AND AUDITING REQUIREMENTS SCHOOL ACTIVITY AND CAFETERIA FUNDS

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#### ACTIVITY FUNDS

##### **Background**

Activity funds are derived from contributions to a school and the fund raising activities of the student body. These activities are governed by the requirements of the Internal School Accounting Act (Section 49-2-110, *Tennessee Code Annotated*) and the *Tennessee Internal School Uniform Accounting Policy Manual*. The same auditing and reporting requirements apply to the activity funds of county, city, charter schools, and special school district systems.

##### **Financial Reporting**

###### General

Audit reports for school activity funds shall conform to the general report outline. The required statements and schedules for these funds, which are prepared based on an “other comprehensive basis of accounting,” are detailed in the *Tennessee Internal School Uniform Accounting Policy Manual*. ([\*\*SAMPLE COMPLIANCE PROGRAM – APPENDIX C\*\*](#))

###### Additional Requirements of the Comptroller’s Office

###### Division of Municipal Audit

1. An opinion on whether the accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.
2. A Schedule of Expenditures of Federal Awards and State Financial Assistance. (This schedule is required if the organization has expended any subrecipient funds, regardless of the amount expended. In addition, the composition of the schedule should conform to the example in [\*\*Section A\*\*](#), which exceeds OMB requirements.)

## CAFETERIA FUNDS

### Background

Cafeteria funds, also referred to as school food authority funds, are governed by the requirements of the Internal School Accounting Act (Section 49-2-110, *Tennessee Code Annotated*) and the *Tennessee Internal School Uniform Accounting Policy Manual*. The same reporting requirements apply to the cafeteria funds of county, city, charter schools, and special school district systems. However, the auditing requirements vary, depending on the type of system (county, city, charter schools, special school district) and whether the system is centralized or noncentralized. A centralized cafeteria system is one in which substantially all of the administrative activities (payroll, accounting, purchasing, etc.) are accounted for and reported by the local board of education. The administrative activities of noncentralized systems are performed at the individual schools.

### Financial Reporting

#### General

Noncentralized Systems (county, city, charter schools, and special school districts)

Audit reports for noncentralized cafeteria funds shall conform to the general report outline. The required statements and schedules for these funds, which are prepared based on accounting principles generally accepted in the United States of America as established by the Governmental Accounting Standards Board (GASB), are detailed in the *Tennessee Internal School Uniform Accounting Policy Manual*.

#### Centralized Systems (County and Special School District)

Normally a separate audit report is not issued for a centralized cafeteria system. These systems are generally audited as a part of the board of education audit. However, because the documentation related to compliance with federal program requirements is maintained by the individual schools, the auditor for the school system's activity funds is required to contract for and perform certain compliance procedures, generally referred to as USDA Procedures, as a subcontract auditor for the Division of County Audit. These procedures may be found in [Appendix C](#). A separate report on these procedures is not required; however, county auditors will review the audit documentation to ensure that sufficient work was performed and adequately documented. The Division of County Audit will rely on the contracted work as a basis for their opinion.

Centralized Systems (City and Charter Schools)

Normally a separate audit report is not issued for a centralized cafeteria system. These systems are generally audited as a part of the board of education audit. The design and performance of audit procedures related to compliance with federal programs are the responsibility of the firm conducting the audit of the board of education.

Additional Requirements of the Comptroller's Office

Division of Municipal Audit

1. An opinion on whether the accompanying information is fairly stated in all material respects in relation to the basic financial statements taken as a whole is preferred for ALL supplementary information. However, at a minimum the Schedule of Expenditures of Federal Awards and State Financial Assistance must be opined on in relation to the basic financial statements.
2. Noncentralized county, city, charter schools, and special school district systems are required to include a Schedule of Expenditures of Federal Awards and State Financial Assistance. (This schedule is required if the organization has expended any subrecipient funds, regardless of the amount expended. In addition, the composition of the schedule should conform to the example in [Section A](#), which exceeds OMB requirements.)
3. Centralized city systems and centralized charter school systems are governed by the requirements established for Municipalities and Charter Schools in this manual. ([MUNICIPAL CAFETERIA PROCEDURES – APPENDIX C](#))

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## **SECTION G**

### **REPORTING AND AUDITING REQUIREMENTS MEDICAID COST REPORT ENGAGEMENTS**

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#### **Reporting Requirements and Examination Procedures for Medicaid Cost Report Engagements**

##### **Introduction**

The Tennessee Department of Finance and Administration is the single state agency responsible for administering the Tennessee nursing facility program which is part of the Tennessee Medical Assistance Program under Title XIX of the Social Security Act. The Centers for Medicare and Medicaid Services, Department of Health and Human Services, specifies certain conditions states must meet to participate in the Title XIX program. One of those conditions is that single state agencies must conduct or contract to conduct examinations of nursing facilities participating in the program. States are given flexibility in determining the scope and extent of the examinations.

The Tennessee Department of Finance and Administration, in meeting its obligation, has contracted with the Tennessee Comptroller of the Treasury to perform the examinations. The department has specified certain procedures for the Comptroller to conduct on the nursing facilities. These procedures are specified in detail in an attachment to the contract between the department and the Comptroller.

Medicaid nursing home examinations are intended to meet the following objectives:

1. The first objective to be attained by performing the examinations is to determine if income, expenses, and statistical information reported on nursing facility cost reports submitted to the Tennessee Comptroller's Office are reasonable, allowable, and in accordance with state and federal rules, regulations, and Medicare principles of reimbursement issued by the Department of Health and Human Services, Centers for Medicare and Medicaid Services.
2. The second objective to be attained is to determine whether resident days reported on the Medicaid Cost Report have been counted in accordance with state regulations and whether Medicaid resident days billed to the state for periods when residents were hospitalized or on therapeutic leave are in accordance with the hospital leave rule, the 85% occupancy rule, and the therapeutic leave day rule.

3. The third objective to be attained is to determine whether charges made to nursing facility residents or residents' personal funds are in compliance with state and federal regulations. The standards under which these examinations are performed include the department's regulations, bulletins, and manuals issued which address the requirements, and the contracts between the state and the participating nursing facilities.
4. The final objective is to make recommendations to correct deficiencies discovered in completing the examination. The department has, in its procedures, also specified that the Comptroller shall include certain background about the nursing facility and shall provide each nursing facility the opportunity to include its comments on the results of the examination in the report. In addition, the department has specified that the Comptroller shall make necessary rate adjustments as a result of the examination. The department is responsible for implementation and enforcement of rate adjustments and collection of monetary refunds from contracting nursing facility providers resulting from the Comptroller's recommendations.

### **Medicaid Rules and Regulations**

The state regulations that govern the administration of the Tennessee Medicaid nursing home program with respect to reimbursement and coverage issues are contained in Chapter 1200-13 of the Rules of the Department of Finance and Administration. Chapter 1200-8-6 contains the nursing home minimum standards that deal with matters such as building standards, safety requirements, and other quality of care rules. Since the nursing home payment methodology is based on Medicare principles of reimbursement, the *Medicare and Medicaid Guide* also serves as a regulatory source. Medicaid nursing home coverage in general is set forth in the Nursing Facility Manuals published by the Department of Finance and Administration. From time to time, the department issues "Medicaid Bulletins" to update providers on policy changes or interpretations of current policy.

### **Cost Reporting Requirements**

Nursing homes are required to submit an annual cost report to the Comptroller's Office. The Level I nursing facility cost report (formerly known as the intermediate care cost report) forms and instructions are contained within Chapter 1200-13 of the state regulations and are due within 90 days of their fiscal year end. The Medicaid Level II nursing facility program (formerly known as the skilled program) uses the Medicare nursing home cost report form and are due within 5 months of their fiscal year end.

## **Examinations**

The examination procedures to be conducted by the Tennessee Comptroller's Office are given below in condensed form along with the associated criteria. It should be noted that the Department's nursing home manual was issued January 1987. Although the manual has not been revised, a number of Medicaid bulletins have been issued for rule revisions. We have made revisions in the criteria given below where appropriate.

## **Expenses–Criteria**

The cost report footnotes and instructions and the nursing facility Level I accounting principles are the primary source for criteria concerning allowable costs. These documents are found in state rule Chapter 1200-13 and are also available on the Secretary of State's website. If an item is not addressed in the footnotes or apportionment principles, Medicare principles of retrospective cost reimbursement apply, and reference should be made to the *Medicare and Medicaid Guide*.

## **Expenses–Procedures**

1. Compare salaries on the cost report to the provider's quarterly wage reports. If the wage reports are not available, use the home's payroll records. Variances exceeding 2% should not be written off as immaterial.
2. Review the quarterly wage reports for reasonableness. Any non-owner employee's salary that exceeds \$20,000 per quarter should be checked for reasonableness.
  - a. Note the employee's title and duties.
  - b. Note the percentage of time he or she works.
  - c. Determine if that employee is overlapping or duplicating the duties of another employee.
3. Obtain a signed statement from owner-employees or their relatives, stating their duties, percentage of time working, and compensation, including all fringe benefits. This data is then used to test the accuracy of the maximum allowable salary limits for the provider. The rules for applying the salary limits are given in the cost report apportionment principles.
4. Select transactions from other expense accounts for review. The transactions selected for review should cover the entire examination period, if feasible. Describe the method for selecting the transactions reviewed.
5. Scan the ledgers and journals for unusual items.

## **Reporting and Auditing Requirements – Medicaid Cost Report Engagements - Section G**

6. For the selected test transactions, examine the paid check and invoice. Determine if the expense is allowable.
7. If this is the first cost report, verify that property is properly recorded at cost and is present at the facility.
8. Review the depreciation computations for the examination period and the accuracy of useful lives.
9. Obtain and review support for interest expense and trace the amounts to the cost report.
10. Review the adjustments made to section G of the cost report.
11. Determine if the general ledger control account is supported by a listing of accounts payable or if the open items can in some way be identified.
12. If considered necessary, verify that year-end payables have been paid in the subsequent period.

### **Resident Days–Criteria**

The criteria governing resident days are found in Sections 321 through 325.1 of the January 1987 *Intermediate Care Facility Manual*. (Note: Since the last issue of the manual, Intermediate Care (ICF) is now referred to as Level 1 nursing facility care.)

### **Resident Days–Procedures**

1. Trace total resident days from the nursing home census (or resident log) to the cost report.
2. Foot monthly totals.
3. List the monthly totals and compare them to the available days for that month.
4. For any month in which capacity is below 85%, verify if any hospital or therapeutic days have been billed to the program.
5. Selecting the month with the largest variance (actual to available days), test the census records for proper accumulation.
6. Review the census records for Medicaid residents who were either in the hospital or on therapeutic leave over 10 days. Verify that days over 10 have not been billed to the Medicaid program during any state fiscal year.

7. In the test month, verify the accuracy of admission and discharge dates with the admission records.

### **Trust Funds–Criteria**

Medicaid recipients who are residents in nursing homes are permitted \$40 per month for personal spending needs. The \$40 is generally deducted from each recipient's income, and the remainder is applied to room and board charges. State Rule Chapter 1200-8-6 and *Tennessee Code Annotated*, Section 68-11-906 provide rules and regulations governing trust funds. The Nursing Facility Manuals provide guidance on the treatment of resident deposits.

Sections 66-29-101 through 66-29-133, *Tennessee Code Annotated*, govern the disposition of balances owed to residents after they have left the facility. Generally, the law requires nursing homes to report unclaimed property and credit balances to the State Treasurer each year. However, nursing homes may, at their option, elect to hold the funds for the statutory period from the date of last account activity before reporting to the State Treasurer. However, if the nursing home holds the funds for the statutory period, then it must document that it has made a reasonable attempt to locate the owner of the funds. At the end of the statutory period, any accrued interest must also be reported and returned to the State Treasurer.

Generally, residents should not be charged for "covered services." Covered services are items and services included in the per diem rate for all routine services. An exception is permitted when a resident or his or her doctor requests a special brand item not normally stocked by the nursing home.

### **Trust Funds–Procedures**

1. As of a specific date, balance the trust fund subsidiary accounts to the general ledger control account.
2. Balance cash on hand and in bank to the general ledger control account.
3. Select 10% of Medicaid trust fund accounts (minimum of 3, maximum of 10), and for the examination period, test each account for
  - a. receipt of the monthly personal needs allowance;
  - b. documentation that withdrawals are for personal needs only and not for covered services;
  - c. placement of all funds in excess of \$100 per recipient in an insured interest-bearing account.
4. Check the trust fund accounts of deceased or discharged Medicaid recipients for credit balances.

### **Resident Accounts–Criteria**

The criteria for examining resident accounts are general in nature and do not differ significantly from procedures for examining accounts receivable. However, several special circumstances are explained in the following paragraphs.

Medicaid residents must not be charged above the private rate for comparable services. If private-pay residents are charged extra for central supplies or other items that are included in the rate for Medicaid residents, these items should be added to the private resident charge to arrive at a comparable service for this test.

Form 2362 is initiated periodically by the county Department of Human Services and indicates the amount the resident is to pay toward his or her room and board. A copy is sent to the nursing home and a copy to the Medicaid fiscal agent for data entry.

Testing for extra charges is similar to testing the trust fund for covered services.

Nursing homes should use a separate ledger card for the transactions of a Medicaid Level II facility and for a Medicaid Level I facility.

### **Resident Accounts–Procedures**

1. Select at least two private-pay resident accounts and determine the private room and board amount charged. This information can be used to determine that Medicaid residents are not charged more than private-pay residents for comparable services.
2. Select one Medicaid resident account for every 20 licensed beds (maximum 10) for review. Verify the use of the correct resident liability from Form 2362. Test the ledger entries for six months to determine that the charges, collections, and balances are correct and accurately recorded.
3. Scan all ledger accounts for unrefunded credit balances for only deceased or discharged residents.
4. Determine whether the facility maintained evidence that the resident's authorized representative was notified of a credit balance.
5. Test the selected accounts for nonallowable extra charges.

**Independent Accountant's Report**

**(Date)**

The Honorable Phil Bredesen, Governor  
and  
Members of the General Assembly  
State Capitol  
Nashville, Tennessee 37243  
and  
Mr. Darin Gordon, Deputy Commissioner  
Bureau of TennCare  
310 Great Circle Road, 4W  
Nashville, Tennessee 37243

Ladies and Gentlemen:

We have examined management's assertions, included in its representation letter dated \_\_\_\_\_, that \_\_\_\_\_ complied with the following requirements during the cost report period \_\_\_\_\_, through \_\_\_\_\_, and to the facility's resident accounts for the period \_\_\_\_\_, through \_\_\_\_\_.

- Income and expenses reported on the Medicaid Cost Report are reasonable, allowable, and in accordance with state and federal rules, regulations, and reimbursement principles.
- Resident days reported on the Medicaid Cost Report have been counted in accordance with state regulations. Medicaid resident days billed to the state for periods when residents were hospitalized or on therapeutic leave are in accordance with the hospital stay rule, the 85 percent occupancy rule, and the therapeutic leave day rule.
- Charges to residents and charges to residents' personal funds are in accordance with state and federal regulations.

As discussed in management's representation letter, management is responsible for ensuring compliance with those requirements. Our responsibility is to express an opinion on management's assertions about the facility's compliance based on our examination.

Our examination was made in accordance with standards established by the American Institute of Certified Public Accountants, and accordingly, included examining on a test basis, evidence about \_\_\_\_\_'s compliance with those requirements and performing such other procedures as we considered necessary under the circumstances. We believe that our examination provides a reasonable basis for our opinion.

**Reporting and Auditing Requirements – Medicaid Cost Report Engagements - Section G**

Our examination does not provide a legal determination on \_\_\_\_\_'s compliance with specified requirements.

Our examination disclosed the following material noncompliance applicable to state and federal regulations.

- \_\_\_\_\_

In our opinion, except for the material noncompliance described above, management's assertions that \_\_\_\_\_ complied with the aforementioned requirements for the cost reporting period \_\_\_\_\_, through \_\_\_\_\_, and for resident accounts for the period \_\_\_\_\_, through \_\_\_\_\_, are fairly stated in all material respects.

This report is intended solely for the use of the Tennessee General Assembly and the Tennessee Department of Finance and Administration. However, this report is a matter of public record, and its distribution is not limited.

Sincerely,

Arthur A. Hayes, Jr., CPA  
Director

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## SECTION H

### REPORTING AND AUDITING REQUIREMENTS SUBSIDIZED DAY CARE ORGANIZATIONS

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#### Reporting Requirements and Agreed-Upon Procedures for Subsidized Day Care Engagements

##### Introduction

The Tennessee Department of Human Services oversees subsidies provided to certain day care facilities. Those subsidies are addressed in Section 71-3-502, *Tennessee Code Annotated*. Day Care facilities receiving more than \$250,000 but less than \$500,000 in subsidies are subject to random audits. Those facilities receiving \$500,000 or more in subsidies are required to have an annual audit. Generally the period covered by the engagement will be January 1 through December 31. All provisions governing the engagement are addressed in the agreed upon procedures contract ([See Individual Facilities Receiving Day Care Subsidy Payments Contract](#)).

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## SECTION I

### QUICK REFERENCE LINKS

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#### **Audit Manual Web References**

Accounting and Financial Reporting Manual for Tennessee Emergency Communications Districts

<http://www.comptroller1.state.tn.us/repository/CA/MG/tnecdmanual2004.pdf>

Allotment (Department) Code Definitions

<http://www.comptroller.state.tn.us/ma/grantcon.htm>

CFDA Catalog

<http://12.46.245.173/cfda/cfda.html>

Collateral Pool Banks

<http://www.treasury.state.tn.us/bank/index.htm>

Contacts and Phone Numbers

<http://www.comptroller.state.tn.us/ma/confcont.htm>

Contract to Audit Accounts

<http://www.comptroller.state.tn.us/ma/maforms.htm>

County Chart of Accounts

<http://www.comptroller.state.tn.us/ca/CHRT2007.pdf>

Day Care Subsidy Audit Contract

<http://www.comptroller.state.tn.us/ma/dccontract07.pdf>

*Government Auditing Standards* (Yellow Book)

<http://www.gao.gov/govaud/ybk01.htm>

Grantor Agency Contacts /Grantor Information

<http://www.comptroller.state.tn.us/ma/grantcon.htm>

OMB Circular A-133 Compliance Supplement

<http://www.whitehouse.gov/omb/circulars/index.html>

OMB Circulars

<http://www.whitehouse.gov/omb/circulars/index.html>

On-line Confirmations

<http://www.comptroller.state.tn.us/cpdivma.htm>

Property Assessments

<http://www.comptroller.state.tn.us/cpdivpa.htm>

State Department Phone Numbers

<http://www.comptroller.state.tn.us/ma/grantcon.htm>

Tennessee Code Annotated

<http://www.michie.com/>

Tennessee Internal School Uniform Accounting Policy Manual

<http://www.tennessee.gov/education/support/ed331936.shtml>

Topical Index

<http://www.comptroller.state.tn.us/ma/reference.htm>

## Manuals

For a complete listing of manuals for which the Comptroller's Office is responsible, please visit the *Comptroller's Manuals* page.

<http://www.comptroller.state.tn.us/manuals.htm>

## Topical Index – Municipal Audit

Certain recurring situations and questions, reporting questions, new developments and other general information have been addressed on the Comptroller's web site. This information is indexed on the municipal audit web site, which can be accessed on the web at:

<http://www.comptroller.state.tn.us/ma/reference.htm> (Index)

<http://www.comptroller.state.tn.us/ma/hottopic.htm> (Hot Topics).

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## APPENDIX A

### EXAMPLE SCHEDULES

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#### Schedule of Unaccounted for Water

Town/Utility District of Anywhere  
Schedule of Unaccounted For Water  
June 30, 2008

*(All amounts in gallons)*

<b>A</b>	<b>Water Treated and Purchased:</b>		
<b>B</b>	Water Pumped (potable)	2,000,000	
<b>C</b>	Water Purchased	500,000	
<b>D</b>	<b>Total Water Treated and Purchased</b>		2,500,000
	<b>(Sum Lines B and C)</b>		
<b>E</b>	<b>Accounted for Water:</b>		
<b>F</b>	Water Sold	1,800,000	
<b>G</b>	Metered for Consumption	200,000	
<b>H</b>	Fire Department(s) Usage	50,000	
<b>I</b>	Flushing	10,000	
<b>J</b>	Tank Cleaning/Filling	7,200	
<b>K</b>	Street Cleaning	0	
<b>L</b>	Bulk Sales	0	
<b>M</b>	Water Bill Adjustments	2,000	
<b>N</b>	Other (explain)	150,000	
<b>O</b>	<b>Total Accounted for Water</b>		2,219,200
	<b>(Sum Lines F thru N)</b>		
<b>P</b>	<b>Unaccounted for Water</b>		280,800
	<b>(Line D minus Line O)</b>		
<b>Q</b>	<b>Percent Unaccounted for Water</b>		11.232 %
	<b>(Line P divided by Line D times 100)</b>		
<b>R</b>	<b>Cost per 1,000 gallons of water</b>		\$2.12
<b>S</b>	<b>Cost of Unaccounted for Water</b>		\$595.30
	<b>(Line P divided by 1000, times Line R)</b>		

Explain Other:

Amount of water sold but not yet billed.
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## Schedule of Property Tax Receivable

### Town of Anywhere Schedule of Changes in Property Tax Receivable June 30, 2008

Tax Year	Property Tax Receivable Balance June 30, 2007	Property Tax Levied	Anticipated Current Year Levy	Abatements and Adjustments	Collections	Allowance for Uncollectibles	Net Receivable Balance June 30, 2008
2008	\$ -	\$ -	\$100,500	\$ -	\$ -	\$ -	\$100,500
2007	-	100,000		(500)	(95,000)	(300)	4,200
2006	3,000			(20)	(1,000)	(350)	1,630
2005	2,000				(150)	(300)	1,550
2004	1,000				(325)	(250)	425
2003	800				(250)	(200)	350
2002	600				(100)	(250)	250
2001	400				(200)	(100)	100
2000	300				(90)	(100)	110
1999	200			(50)	(75)	(50)	25
1998	100				(20)	(70)	10
Totals	<u>\$8,400</u>	<u>\$100,000</u>	<u>\$100,500</u>	<u>(\$570)</u>	<u>(\$97,210)</u>	<u>(\$1,970)</u>	<u>\$109,150</u>

NOTES: All uncollected taxes for years prior to 2006 have been turned over to the Clerk and Master for collection.

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## APPENDIX B

### FRAUD RISK ASSESSMENT

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#### **Detecting Fraud and Illegal Acts**

AICPA Statement on Auditing Standards (SAS) No. 99, *Consideration of Fraud in a Financial Statement Audit* and Statement on Auditing Standards No. 54, *Illegal Acts by Clients* provide guidance on the auditor's responsibility to detect fraud and illegal acts.

The *Audit Manual* and the Contract to Audit Accounts require the auditor to immediately report in writing to the Comptroller of the Treasury any evidence of fraud, such as defalcation, misappropriation, misfeasance, malfeasance, embezzlement, or other illegal acts.

The Department of Audit conducts special-purpose examinations of governmental entities previously audited by certified public accounting firms and conducts working paper reviews of government audits performed by certified public accounting firms. These examinations and reviews often result in the discovery of fraud that was not detected by the previously performed audits. The Comptroller of the Treasury has summarized the areas where undetected fraud has occurred most often and accordingly determined them to be high-risk areas. Auditors should document that these high-risk areas were considered during the fraud risk assessment process required by SAS No. 99. The Department of Audit will determine if these areas were considered when it conducts working paper reviews of governmental audits performed by public accounting firms. These high-risk areas are listed as follows:

#### **1. Cash Collections**

Suggested Procedures - SAS No. 99 requires an audit response to fraud risks that the auditor identifies as representing a risk of material misstatement of the financial statements unless those risks are mitigated by the government's antifraud programs and internal controls. If the auditor needs to extend audit procedures in response to a risk of material misstatement due to fraud involving cash collections, the Department of Audit has found certain audit procedures to be highly effective in detecting schemes involving misappropriation of cash. The procedures are suggested but not required. If the following procedures are already being performed, consider expanding their extent.

- Review the makeup of deposits and determine that the cash and check ratio agrees with source documents (cash and checks collected).

- Review deposit slips and determine that receipts itemized on the deposit slips are recorded in the receipt books.
- Determine that deposits are being made intact and at least daily. (State law requires that deposits be made within three days of receipt).
- Perform surprise cash counts.
- Send third-party confirmations for significant revenues received in the mail.

**2. Unrecorded bank accounts**

**3. Vending machine revenues**

**4. Unauthorized or fraudulent cash disbursements**

**5. Purchasing**

**6. Travel expenses and reimbursements**

**7. Credit cards and procurement cards**

**8. Use of government equipment, labor, materials and supplies**

**9. Use of government owned vehicles**

**10. Gasoline usage**

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## APPENDIX C

### AUDIT PROCEDURES

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#### 1. Sample School Compliance Program

Prepared by: \_\_\_\_\_

Date: \_\_\_\_\_

Reviewed by: \_\_\_\_\_

AUDIT NAME \_\_\_\_\_

SCHOOL NAME \_\_\_\_\_

AUDIT PERIOD \_\_\_\_\_

Accounting Records Maintained and Compliance Test  
For the Fiscal Year Ended \_\_\_\_\_

	<u>YES</u>	<u>NO</u>	<u>N/A</u>
1. Are the accounting records on computer?	_____	_____	_____
2. If not on computer-			
a. Did school have a cash journal?	_____	_____	_____
b. Did school have an expenditure ledger?	_____	_____	_____
c. Did school have a revenue ledger?	_____	_____	_____
3. Was the object of the disbursement recorded on the cash journal for the office account?	_____	_____	_____
4. Was the source of the receipts recorded on the cash journal for the office account?	_____	_____	_____
5. Did the school issue prenumbered receipts?	_____	_____	_____
6. Was the revenue account number recorded on receipts?	_____	_____	_____
7. Was revenue source recorded on receipts?	_____	_____	_____
8. Were checks issued prenumbered?	_____	_____	_____
9. Were checks signed by two people?	_____	_____	_____
10. Was the account number to be charged recorded on the check stub?			

**Audit Procedures – Section APP.C**

- |   |       |       |       |
|---|-------|-------|-------|
| 11. Was the account number to be charged recorded on the paid invoice?  | _____ | _____ | _____ |
| 12. Were all disbursements made by check?   | _____ | _____ | _____ |
| 13. Were cash collections deposited intact into the bank within 3 days of receipt and recorded in the accounting records?   | _____ | _____ | _____ |
| 14. Were checks deposited into the bank account identified by drawer and amount on the duplicate deposit slip?  | _____ | _____ | _____ |
| 15. Were applicable receipt numbers recorded on the bank deposit slips?   | _____ | _____ | _____ |
| 16. Had classroom teachers maintained records of cash collections made directly from students?  | _____ | _____ | _____ |
| 17. In those receipts selected for review, did you note any alterations, white-outs, etc? If so, attach page and explain or copy some of the receipts changed and attach. | _____ | _____ | _____ |
| 18. Did the school use tickets to control admissions to athletic events?  | _____ | _____ | _____ |
| 19. Were bank reconciliations prepared monthly?   | _____ | _____ | _____ |
| 20. Were transfers authorization forms on file to support transfers between accounts?   | _____ | _____ | _____ |
| 21. Did the school have only one checking account?  | _____ | _____ | _____ |
| 22. Were paid bills and invoices on file in support of disbursements?   | _____ | _____ | _____ |
| 23. Was the date paid and check number by which paid recorded directly upon each paid bill and invoice?   | _____ | _____ | _____ |
| 24. Was there evidence to indicate that paid bills and invoices had been footed and extended?   | _____ | _____ | _____ |
| 25. Had people accepting delivery of goods and/or services signed or initialed applicable bills, invoices, etc.?  | _____ | _____ | _____ |
| 26. Did you note any check made payable to cash in your review of disbursements?  | _____ | _____ | _____ |
| 27. Did you note any checks made payable to the bank?   | _____ | _____ | _____ |
| 28. Did you note any checks made payable to individuals for change?   | _____ | _____ | _____ |
| 29. Were athletic contracts on file?  | _____ | _____ | _____ |

30. Were athletic schedules on file?	_____	_____	_____
31. Competitive bid policy is \$5,000 or less? If private act, review for bid policy. Did you notice any purchases requiring bids that did not have bids?	_____	_____	_____
32. Did the school maintain an inventory of school equipment?	_____	_____	_____
33. Did the school issue prenumbered purchase orders for purchases of \$100 or more? If not issued for all, estimate percentage issued.	_____	_____	_____
34. Did the school have a deficit fund balance at year end?	_____	_____	_____
35. If any restricted fund accounts were maintained, did any account have a deficit balance at fiscal year end?	_____	_____	_____
36. Inquire of the school if the school uses a restrictive endorsement stamp such as “For Deposit Only” with the name of the school.	_____	_____	_____
37. Were applicable purchase orders compared with and attached to the related paid invoice?	_____	_____	_____
38. Were purchase orders cancelled by recording the date paid and check number on the purchase order?	_____	_____	_____
39. Were any of the accounting records reviewed prepared in pencil?	_____	_____	_____
40. Did you note use of correction fluid (i.e. white-out) in the accounting records? (If yes, was it significant, material, etc.)?	_____	_____	_____
41. Were cooperative activities supported by a written agreement between the school and the outside group?	_____	_____	_____
42. Did the agreement disclose a division of expenses and profits between the school and the outside group?	_____	_____	_____
43. Did the school board adopt a policy regarding fundraising activities (a copy of the policies must be secured from the Board of Education – see Section 4-26 of the Internal Accounting Manual)?	_____	_____	_____
44. Were monthly profit analysis reports prepared for ongoing resale activities such as bookstores, concessions, vending machines, etc?	_____	_____	_____
45. Were profit analysis reports prepared on other than ongoing fundraisers such as candy sales, annuals, magazine sales, fruit sales, etc., at the end of the sale?	_____	_____	_____

- |   |       |       |       |
|---|-------|-------|-------|
| 46. Were records prepared by school personnel to determine whether or not the school received a fair division of profits when school picture monies were collected by the photographer and a commission check was received by the school?   | _____ | _____ | _____ |
| 47. Were fundraiser summary reports prepared showing that funds were disbursed for the purpose(s) that the fundraiser was held?   | _____ | _____ | _____ |
| 48. If a school has received restricted donations, the school must prepare a report identifying amount donated, purpose, source, date received and a listing of related disbursements. Did the school have restricted donations?  | _____ | _____ | _____ |
| 49. Did the school require a fee from students for attending school or receiving instruction?   | _____ | _____ | _____ |
| 50. Did the school loan any money or extend credit to anyone?   | _____ | _____ | _____ |
| 51. Did the school adopt a budget?  | _____ | _____ | _____ |
| 52. Educational and professional development expenses are the responsibility of the Board of Education. Did our audit disclose any disbursements for these expenses? If yes, record in general notes details. (This pertains to travel, conferences, seminars, registration fees of school personnel, etc.) | _____ | _____ | _____ |
| 53. Were Board of Education employees compensated directly from internal school funds? If yes, note in the general notes.   | _____ | _____ | _____ |
| 54. Were payments to individuals for services rendered noted? If \$600 or more was a Form 1099 issued?  | _____ | _____ | _____ |
| 55. When vending machines were operated on a commission basis, had the school prepared records to determine if a proper division of profits had been received?  | _____ | _____ | _____ |
| 56. Were fundraisers approved by the Director of Schools?   | _____ | _____ | _____ |
| 57. Were concession sales reports prepared and signed by at least two people?   | _____ | _____ | _____ |

## 2. County Centralized Cafeteria Procedures

### Procedures for Centralized Cafeteria Systems

The Division of County Audit has established certain additional audit procedures for centralized cafeteria systems of county school systems and special school districts that are audited by the Division of County Audit. These additional procedures must be performed by the certified public accountant who has contracted to audit the activity funds of an applicable special school district or county school system. These additional procedures include many procedures that must be performed while school is in session to ensure compliance with federal and state regulations. Therefore, the audits should be contracted early enough to allow adequate time for planning and performing the additional cafeteria procedures.

A separate report on these procedures is not required; however, an auditor from the Division of County Audit will review the supporting audit documentation for these procedures to determine that sufficient work was performed and adequately documented. The Division of County Audit is the principal auditor for centralized cafeteria systems and will rely on the work performed by the certified public accountant at the individual schools as a basis for its opinion.

The additional procedures are to be performed at the schools selected for physical observation in procedure No. 1 below. However, if the certified public accountant becomes aware that the scope should be expanded to include all schools in the system, the auditor should immediately contact the Division of County Audit. The following are audit procedures for centralized cafeteria systems:

1. Physically observe (on a sample basis of schools) meal counts, cash collections, and internal controls during the year under audit. At least 25 percent of the total schools in the system must be included in this sample on a yearly rotation basis. At the same time the internal control questionnaire is filled out; prepare a short summary of daily operations as stated by the cafeteria manager. Compare the cafeteria manager's responses with your observation and review of internal controls. Prepare a list of all internal control weaknesses noted and recommendations for improvement.
2. Determine that "collection procedures" submitted annually to the Tennessee Department of Education are implemented properly. Auditors should determine that an actual meal count for reimbursable meals is taken at the point of service. Determine that reimbursable meal counts are accurate and that supplemental sales (a la carte) are not included in the reimbursable meal counts. Verify that the procedures established are in effect.
3. If a ticket system is used, review and evaluate procedures to control used tickets, ticket sales, and ticket inventories. Tickets should be prenumbered and accounted for.
4. If the individual school maintains a bank account for cafeteria funds, perform standard bank account reconciliation procedures and confirm balances as of June 30 by written communication or other available documentation.

5. On a sample basis, foot and extend daily collection reports, if the reports are prepared manually. Investigate any differences noted.
6. If collections are made in the classroom, trace classroom teacher reports on a sample basis to amounts reported on daily collection reports of the cafeteria manager. Investigate any differences noted.
7. Review frequency of bank deposits, and determine compliance with the three-day deposit requirement. Compare bank deposits with cash collections on a monthly basis. Investigate any differences noted. If deposits are made directly to an outside bank account, such as the county trustee's account, it will be necessary to trace to those records.
8. For the whole year, prepare a schedule of receipts by source from collection reports. Trace cash collections per these schedules to cash receipt records of the centralized cafeteria fund. Investigate any differences noted.
9. Review collection reports for the manner of recording number of children served by meal (lunch, breakfast, and snack) according to eligibility (free, reduced, full pay) to determine if these numbers are used in the report that is consolidated at the central office level and then submitted to the state as part of the monthly Claim for Reimbursement.
10. Check the approved applications to ensure that there are a sufficient number on hand to support the reported free and reduced-price meals served. (Note: Applications may contain the name of more than one child.)
11. The cafeteria system is required by USDA to verify a percentage of free and reduced-price applications (based on focused or random method of selection). Review the procedures used by the system and determine that the system maintains the records required to document its verification procedure as follows:
  1. Summary of verification efforts (to include total number of applications on file October 31 and the percentage or number of applications verified)
  2. Copies of all correspondence with the household selected
  3. Documentation or proof of benefit eligibility
  4. Report of verification results on each household selected for verification
12. For the whole fiscal year, prepare a schedule of the number of meals sold to children and adults as reported on daily collection reports and reconcile potential cash collections from such sales to receipts as determined from procedure No. 8. Investigate any differences noted. Discuss with the director of schools and state auditors any unusual variances detected as a result of the procedure.

13. If a bank account is maintained, determine that all checks are made payable to the central office. Note any exceptions.
14. Observe and test compliance with the USDA minimum meal pattern requirements for food components. Review menu and production records to determine that required components and food items were planned and offered. Document any noncompliance noted.
15. Document food supply inventory management procedures and test procedures in place to properly account for and safeguard food receipts, usage, and inventory. Document any deficiencies with inventory management and control practices.

### **3. Audit Procedures (Municipal Schools)**

#### **Municipal Schools' Centralized Cafeteria Systems**

Auditors should develop an individualized audit program to meet the audit objectives for a municipal school system's centralized cafeteria system. The procedures required by the Division of County Audit should be considered when developing the audit program.

#### 4. Audit Considerations - State of Tennessee Subrecipient Contracts

##### State Subrecipient Contracts

In auditing subrecipient funds received from the State of Tennessee, the auditor should become familiar with the program and the related requirements of the state department funding the program. The following list represents points of interest the auditor may wish to consider in preparing the audit program for state subrecipient funds.

1. Program funds (subrecipient contracts, loans, commodities, etc.) received from the state may include both state and federal dollars. The federal portion does not lose its identity simply because it flows through the state; therefore, federal funds should be audited in accordance with the applicable OMB requirements.
2. A portion of state dollars disbursed may represent matching funds. These funds are governed by the same requirements as the related federal program.
3. In-kind contributions may or may not be allowable as the entity's matching share for a program.
4. Calculations for determining matching shares may vary between contracts, and different rates for different cost categories may be applicable for a single contract.
5. Indirect cost allocation plans must be approved by the grantor.
6. Most subrecipient agreements require the entity's accounting system to provide for separate and identifiable account balances for each contract with subsidiary ledgers for each project within a contract. Grantor reports should agree with these accounts.
7. One entity may apply for subrecipient funds, but another entity may ultimately use the funds (pass-through funds). The entity that applies for the funds is responsible for ensuring the funds are used in compliance with grantor guidelines. The entity should report these funds in accordance with applicable accounting guidelines (FASB Statement 116 or the *Codification of Governmental Accounting and Financial Reporting Standards*, Section N50).
8. Certain program revenue information can be obtained on the web at:

<http://www.comptroller.state.tn.us/cpdivma.htm>

or

<http://www.comptroller.state.tn.us/cpdivca.htm>.

Additional information may be confirmed directly with each grantor. A list of the telephone numbers of the state departments that most frequently administer

subrecipient funding can be found on the internet. ([GRANTOR INFORMATION](#)) The auditor should request confirmation not only of the amount of advances, subrecipient funds received, and the year-end receivable balance, but also the appropriate *Catalog of Federal Domestic Assistance* (CFDA) number, the amount of federal and state funds involved, program guidelines, and requirements.

9. The following compliance attributes should be considered for each subrecipient expenditure item in the audit sample and for each subrecipient contract in the sample of subrecipient contracts selected for specific compliance testing.
  - (a) Are expenditures necessary and reasonable for the proper administration of the contract?
  - (b) Do expenditures conform to limitations or exclusions in the contract?
  - (c) Was consistent accounting treatment applied for expenditures of all the recipient's activities?
  - (d) Were expenditures net of applicable credits?
  - (e) Were costs correctly allocated to a particular award?
  - (f) Were expenditures correctly recorded and supported by source documentation?
  - (g) Were expenditures approved in advance, if subject to prior approval?
  - (h) Were expenditures in accordance with competitive purchasing procedures, if applicable?
  - (i) Were expenditures allocated equitably to contracts and other activities in accordance with the relative benefits received?

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## APPENDIX D

### LAWS AND REGULATIONS

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#### 1. Selected State Laws Affecting Counties

Counties must comply with federal, state, local laws and regulations, grant requirements, and contract requirements. When determining which laws and regulations have a material direct or indirect impact on the financial statements, both qualitative and quantitative aspects must be considered. No one source summarizes all applicable laws and regulations. The following list references should only be used as a guideline in determining which state laws affect a county and should not be considered a comprehensive list. These references do not necessarily represent the most significant laws, but represent areas in which recurring questions have arisen.

#### Selected Tennessee Code Annotated references for Counties

##### Audits

Section 8-4-109	Audits of governmental entities, Comptroller authorized
Section 9-3-206	Comptroller to have access to all books and records
Section 9-3-211	Annual audits required

##### Criminal Statutes

Section 18-2-105	Clerks of court - embezzlement
Section 39-14-103	Theft of property
Section 39-14-130	Destruction of valuable papers with intent to defraud
Section 39-16-401	Definitions of public misconduct
Section 39-16-402	Official misconduct
Section 39-16-403	Official oppression
Section 39-16-501	Definitions for interference with government operations
Section 39-16-504	Destruction of and tampering with governmental records

### Books and Records

Section 5-8-501	Uniform Accounting System, including Chart of Accounts
Section 5-8-505 & 67-5-1902	County officials are to file an annual financial report. Fiscal year end requirement of June 30
Section 9-2-138	Administrative officers are required to reconcile the fund accounts with the trustee's cash balance

### Budgeting and Purchasing

Section 5-8-107	Revenues to be appropriated for expenditure by County Commission
Section 5-8-507	Publication of annual operating budget
Section 5-9-109	Contributions to nonprofit charitable organizations <i>(GO TO DETAILED REGULATIONS – APP.D-7)</i>
Section 5-9-401	The County Commission must appropriate all funds
Section 5-9-407	Budget amendments
Section 5-12-101	Fiscal Control Act of 1957 – Budgeting
Section 5-14-101	Fiscal Control Act of 1957 – Purchasing
Section 5-14-201	Purchasing Law of 1983
Section 5-21-101	Financial Management System of 1981
Section 12-3-1001	Purchasing under state contracts
Section 12-3-1003	Purchasing used/second-hand goods from private individuals
Section 12-3-1004	Purchasing through another county
Section 12-3-1006	Purchasing at public auctions
Section 12-4-101	Personal interest of officers prohibited
Section 12-4-106	Contracts for professional services
Section 49-2-203	General School Law
Section 54-7-113	Uniform Road Law
Section 62-2-107	Architect needed for construction projects exceeding \$25,000

### Electronic Commerce

Section 5-21-116(c)	Approval of mechanical check signing machine (applies only to the Financial Management System Act of 1981)
Section 9-1-108	Acceptance of credit cards
Section 10-7-123	Electronic access to county information

### **Statutory Bonds**

Section 5-6-109	Bond of County Executive
Section 8-8-103	Bond of Sheriff
Section 8-11-103	Bond of Trustee
Section 8-13-103	Bond of Register
Section 8-19-102	Bonds to be filed with Comptroller's Office
Section 8-19-103	Bonds to be recorded in the Register's Office
Section 8-19-106	County to pay the premiums on the official's bonds
Section 54-4-103	Bond of Highway Administrator
Section 67-1-505	Bond of Assessor of Property

### **County Commission**

Section 5-5-102	County employee may serve on County Commission
Section 5-5-107	Compensation of County Commission
Section 49-2-101	Powers and duties of County Commission concerning School Department

### **County Monies**

Sections 5-8-201 & 9-1-107	Escrow coverage
Section 5-8-207	Three day deposit law. Requires every constitutional officer handling public funds to maintain an official bank account. Also requires that all funds be disbursed by prenumbered check.
Section 5-8-210	Checking System
Sections 5-8-301 & 9-4-107	Investment of idle funds
Section 9-2-103	Official receipts required
Section 9-2-104	Official receipts to be prenumbered

### **County Officials**

Section 8-20-101	Hiring of deputies – letter of agreement or salary decree required
Section 8-21-401	Authorized fees – Circuit and General Sessions
Section 8-21-601	Authorized fees – Clerk and Master
Section 8-21-701	Authorized fees – County Clerk
Section 8-21-801	Special Commissioners
Section 8-21-901	Authorized fees – Sheriff
Section 8-21-1001	Authorized fees – Register
Section 8-21-101	Clerks and county officials deprived of fees when salaries are paid by the county
Section 8-22-103	Excess fees are property of the county
Section 8-22-104	Remittance of excess fees to county

**County Officials (continued)**

Section 8-24-102	Compensation of county officials, except schools
Section 12-4-101	Conflict of interest statute
Section 16-15-5003	Salary of the General Sessions Judge
Section 66-29-101	Unclaimed funds

**Clerks of Courts (also see County Officials)**

Section 18-2-101	Receipts and disbursements to be posted to dockets
Section 18-2-103	Docket trial balance
Section 18-4-103	Circuit Court Clerk's duty to file for court costs in state cases
Section 18-6-108	Probate of instruments
Section 20-12-141	Payments to clerks – costs

**Debt**

Section 7-51-901	County Commission approval required for all leases
Section 7-51-904	Installment purchase contract requirements
Section 9-21 et seq.	Debt – bonds, notes, loans

**Highway Departments**

Section 54-7-101 et seq.	Uniform road law
Section 54-7-112	Annual listing of highway equipment inventory to be filed with County Mayor and County Commission by September. Also requires equipment to be plainly marked and numbered.
Section 54-7-113	Highway purchasing law
Section 54-7-202	Use of county owned equipment, tools, and materials for private purposes prohibited
Section 54-7-203	Personal financial interests prohibited
Section 54-10-103	Designation of county roads. Requires an annual listing of county roads to be approved by the County Commission at their January meeting.

**Sheriff and Drug Control Funds**

Section 8-4-115	Fingerprint law requirements
Section 18-1-206	Disposal of physical evidence
Section 39-11-116	Disposal of forfeited property
Section 39-16-609	Failure to appear
Section 39-17-420	Drug control fines and forfeitures, allowed uses of drug funds, Comptroller's guidelines must be followed for confidential expenditures, fingerprinting equipment.

**Sheriff and Drug Control Funds (continued)**

Section 39-17-428	Mandatory minimum fines – allocation of proceeds
Section 39-17-505	Possession of gambling device or record – forfeiture
Section 39-17-1317	Confiscation and disposal of confiscated weapons
Section 40-7-122	Jail booking fee
Section 41-2-129	Work release program requirements
Section 53-11-201	Procedure in confiscation, sale of seized property
Section 53-11-415	Special revenue fund required for drug fund
Section 57-9-202	Procedures for seizing contraband

**Taxes**

Section 67-1-801	Interest and penalty on delinquent taxes
Section 67-4-101	Privileges taxable
Section 67-4-602	Litigation tax
Section 67-4-719	Business tax collections - county clerk should issued distress warrants for delinquent business taxes
Section 67-5-510	Setting of property tax rate
Section 67-5-705	Property tax freeze act
Section 67-5-1801	Trustee shall not accept current taxes when delinquent taxes are due except in bankruptcy or dispute. Trustees may accept partial payments of property taxes if they have an approved plan.
Section 67-5-1804	Discount for early payment of property taxes
Section 67-5-1805	Payment of taxes by part owner
Section 67-5-2010	Interest and penalty on property taxes
Section 67-5-2403	clerk must provide the trustee with a listing of delinquent taxpayers between June 1 and July 1
Section 67-5-2004	Requires the delivery of delinquent taxes to Chancery or Circuit Court. List must be delivered to the delinquent tax attorney between February 1 and April 1.
Section 67-5-1806	County barred from collecting delinquent property taxes after 10 years
Section 67-6-712	At least 50 percent of the local option sales tax must be used for school purposes
Section 67-6-712	Distribution of coal severance tax – 50% to schools and 50% to highways
Section 67-7-201	Mineral severance tax – to highways

**Trustee**

Section 8-11-104	Duties of trustee
Section 8-11-110	Trustee's commission – general
Section 49-3-358	Trustee's commission on state education funds
Section 49-3-315	ADA adjustments by trustee

### **School Departments**

Section 49-2-110	School activity funds
Section 49-2-112	School audits
Section 49-2-113	Approval of use of mechanical check-signing equipment. Requires filing of remote access statement
Section 49-2-203	Board of Education – duties
Section 49-2-301	Director of Schools
Section 49-2-601 et seq	School support organizations (PTOs, booster clubs, etc.)
Section 49-3- et seq	School debt issues
Section 49-3-1003	ADA split of school debt proceeds
Section 49-3-1005	No ADA split required if debt repaid from outside tax rate
Section 49-5-408	Teachers required to have a contract
Section 49-6-2003	Teacher conflicts of interest
Section 49-6-2007	Sale of surplus school property

### **Other**

Section 8-44-101	Sunshine Law – Policy
Section 10-7-503	Records open to public inspection
Section 68-211-874	Landfills must be accounted for in an enterprise fund. Other solid waste activities may be accounted for in either an enterprise fund or a special revenue fund.
Section 68-221-1012	Reporting water loss to the Water and Wastewater Financing Board

## 2. **County Donations to Nonprofit Organizations**

Section 5-9-109, *Tennessee Code Annotated*, authorizes a county's governing body to appropriate funds for the financial aid of any nonprofit charitable organization that provides year-round services benefiting the general welfare of the residents of the county or any nonprofit civic organization working to maintain and increase employment opportunities in the county. This section also provides for the Comptroller of the Treasury to establish standard procedures to assist the county's governing body in the disposition of funds so appropriated. The auditor should consider whether the county has complied with the following laws and rules:

1. A county may appropriate funds for only those nonprofit charitable organizations that provide year-around services benefiting the general welfare of the residents of the county, or any nonprofit civic organization classified under Section 501(c)(4) of the Internal Revenue Code working to maintain and increase employment opportunities in the county.
2. The governing body of each county shall adopt a special resolution stating the purpose for which the funds are being appropriated, for each nonprofit organization that is to receive county funds.
3. The budget document of the county shall include the name of each nonprofit organization and the specific amount appropriated for each organization.
4. County payments to nonprofit organizations shall be limited to the amounts appropriated for such purposes and in keeping with the county's guidelines for how the appropriated funds may be spent.
5. The county shall require that each nonprofit organization receiving financial assistance from the county file with the disbursing official of the county a copy of an annual report of its business affairs and transactions and the proposed use of the contributed funds.
6. For appropriations to nonprofit civic organizations, notices shall be published in a newspaper of general circulation in the county of the intent to make an appropriation, specifying the intended amount and purpose.

### 3. **Selected State Laws Affecting Municipalities**

Municipalities must comply with federal, state, and local laws and regulations and charter and contract requirements. When determining which laws and regulations have a material direct or indirect impact on the financial statements, both quantitative and qualitative aspects must be considered. No one source summarizes all the applicable laws and regulations. The following list of references should be used only as a guideline in determining which state laws affect the municipality and should not be considered a comprehensive list of compliance features. These references do not necessarily represent the most significant laws, but represent areas in which recurring questions have arisen.

#### **Selected *Tennessee Code Annotated* References for Municipalities**

##### **Charters**

Section 6-1-101	Mayor - Alderman
Section 6-18-101	City Manager - Commission
Section 6-30-101	Modified City Manager - Council

##### **Books and Records**

Section 6-56-201	Municipal budget law of 1982
Section 8-44-104	Minutes required, open for public inspection
Section 9-2-102	Uniform accounting system
Section 9-2-103 – 104	Consecutively prenumbered receipts required
Section 9-2-106	Violation of receipt requirements is a Class C misdemeanor
Section 39-14-130	Destruction of valuable papers with intent to defraud
Section 39-16-504	Destruction of and tampering with governmental records
Section 66-29-113	Reporting abandoned property
Section 68-221-1012	Reporting water loss

##### **Audits**

Section 8-4-109	Audits of governmental entities, Comptroller authorized
Section 9-3-212	Duty to order and pay for audits

##### **Taxes**

Section 6-55-101	Collection and payment of tax
Section 6-55-201	Sale of real estate for delinquency
Section 6-55-301	Privilege tax
<u>Section 67-5-2005</u>	Delinquent municipal real property tax certified to county trustees
Section 67-5-2404	Delivery of delinquent tax list to attorney

### **Purchasing**

Section 6-54-107	Officers' interest in municipal contracts prohibited
Section 6-56-301	Municipal purchasing law
Section 12-2-407	Sale of surplus property to governmental entities and not-for-profit corporations
Section 12-3-1001	Purchases for local governmental units (by department of general services)
Section 12-4-101	Personal interest of officers prohibited
Section 12-4-106	Contracts for professional services
Section 39-16-105	Buying and selling in regard to offices held or elected to

### **Investing and Banking**

Section 6-56-106	Authorized investments
Section 6-56-110	Deposits to be secured by collateral
Section 9-1-107	Investments—deposits exceeding insurance limits
Section 9-4-101	Collateral

### **Debt**

Section 9-21-408	Interfund loans
Section 9-21-601	Capital outlay notes
Section 9-21-903	Refunding bond issues

### **Disbursements**

Section 6-54-111	Appropriation of funds for nonprofit organizations ( <a href="#"><i><b>GO TO LAW SUMMARY – APP.D-12</b></i></a> )
Section 6-54-901	Reimbursement for expenses incident to holding office
Section 6-56-111	Deposit within three working days—petty cash fund
Section 6-56-111(c)	Use of consecutively prenumbered checks
Section 6-56-112	Expenditures for lawful municipal purpose
Section 54-4-204	State street aid: Purposes for expending funds; Accounting

### **Deficits**

Section 68-221-1010	Report filed with Water and Wastewater Financing Board
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### **Landfills/Solid Waste**

Section 68-211-874	Accounting
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### **Municipal Utilities**

Section 7-34-115	Disposition of revenue
Section 7-35-401	Sewers and waterworks—authority granted
Section 7-39-302	Municipal gas companies
Section 7-52-101	Municipal electric plant law
Section 7-52-401	Telecommunications Services

### **Police and City Courts**

Section 8-4-115	Standardized procedures for booking of arrestees
Section 18-1-105	Court Clerk – Duties
Section 18-1-206	Disposal of physical evidence
Section 39-16-609	Failure to appear
Section 39-17-420	Fines and forfeitures—fingerprinting equipment
Section 39-17-428	Mandatory minimum fines—allocation of proceeds
Section 39-17-505	Possession of gambling device or record—forfeiture
Section 39-17-1317	Confiscation and disposition of confiscated weapons
Section 39-17-1318	New serial numbers for confiscated firearms
Section 40-33-201	Application (procedures in confiscation – general)
Section 40-35-313	Expungement from official records
Section 53-11-201	Procedure in confiscation
Section 53-11-204	Disposition of proceeds
Section 53-11-415	Special revenue account for drug fund
Section 53-11-451	Goods subject to forfeiture –seizure–disposition
Section 55-10-204	Illegal cancellation of traffic citations
Section 55-10-208	Uniform traffic citation form
Section 55-10-303	Disposition of collections
Section 55-10-306	Record of traffic cases—report of convictions to department
Section 55-10-403	Forfeiture of vehicles (DUI)
Section 55-16-101	Report of unclaimed vehicles
Section 55-50-502	Suspension of licenses
Section 55-50-503	Surrender of license

### **Criminal Statutes**

Section 39-11-106	Definitions (criminal offenses)
Section 39-14-104	Theft of services
Section 39-16-401	Definitions for public misconduct offenses
Section 39-16-402	Official misconduct
Section 39-16-403	Official oppression
Section 39-16-501	Definitions for interference with government operations offenses
Section 39-16-503	Tampering with or fabricating evidence

**Other**

Section 4-4-108	Blanket surety bond required
Section 8-44-101	Sunshine Law – Policy
Section 8-44-102	Open meetings
Section 8-44-103	Notice of public meetings
Section 10-7-503	Records open to public inspection
Section 12-4-101	Conflict of interest

**4. Municipal Donations to Nonprofit Organizations**

Section 6-54-111, *Tennessee Code Annotated*, as amended, authorizes a municipality's governing body to appropriate funds for the financial aid of any nonprofit charitable organization that provides year-round services benefiting the general welfare of the residents of the municipality or any nonprofit civic organization working to maintain and increase employment opportunities in the municipality. This section also provides for the Comptroller of the Treasury to establish standard procedures to assist the municipal governing body in the disposition of funds so appropriated. The auditor should consider whether the municipality has complied with the following laws and rules:

1. A municipality may appropriate funds for only those nonprofit charitable organizations that provide year-round services benefiting the general welfare of the residents of the municipality, or any nonprofit civic organization classified under Sections 501(c)(4) or (6) of the Internal Revenue Code working to maintain and increase employment opportunities in the municipality.
2. Municipal payments to nonprofit organizations shall be limited to the amounts appropriated for such purposes and in keeping with the municipality's guidelines for how the appropriated funds may be spent.
3. The municipality shall require that each nonprofit organization receiving financial assistance from the municipality file with the disbursing official of the municipality a copy of an annual audit of its business affairs and transactions and the proposed use of the contributed funds.
4. For appropriations to nonprofit civic organizations, notices shall be published in a newspaper of general circulation in the municipality of the intent to make an appropriation, specifying the intended amount and purpose.

## 5. Selected State Laws Affecting Utility Districts

Utility districts must comply with federal and state laws and regulations and contract requirements. When determining which laws and regulations have a material direct or indirect impact on the financial statements, both quantitative and qualitative aspects must be considered. No one source summarizes all the applicable laws and regulations. The following list of references should be used only as a guideline in determining which state laws affect utility districts and should not be considered a comprehensive list of compliance features. These references are not necessarily the most significant laws, but represent areas in which recurring questions have arisen.

### Selected *Tennessee Code Annotated* References for Utility Districts

#### Commissioners

Section 7-82-307	Vacancies
Section 7-82-308	Compensation
Section 7-82-308	Qualifications
Section 7-82-602	Number of commissioners

#### Debt

Section 7-82-501	Issuance of bonds or notes: review by director of local finance
<u>Sections 7-82-501–507</u>	Bonds and notes

#### Financial Distress

Section 7-82-401	Accounting manual
Sections 7-82-701–706	Utility Management Review Board

#### Investments

Section 7-82-108	Types authorized—to be secured
Section 9-4-103	Eligible collateral
Section 9-1-107	Depositories

#### Meetings

Section 7-82-308	Required meetings
Section 7-82-308	Time and place published
Section 8-44-103	Adequate public notice

**Records**

Section 7-82-308	Minutes
Section 7-82-401	Audit–accounting manual–books and records
Section 7-82-401	Publishing financial statements
Section 8-44-104	Minutes open for public inspection

**Other**

Section 7-82-402	Telephone listing, office address
Section 7-82-403	Rates
Section 7-82-801	Purchasing policy
Section 12-4-101	Conflict of interest
Section 66-29-101	Unclaimed property
Section 68-221-904	Operators–certified

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# **APPENDIX E**

## **MISCELLANEOUS**

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### **Audit Procurement Guide**

This document is included in the audit manual to assist auditors in understanding the audit environment in the State of Tennessee. Local governments are encouraged but not required to use this guide.

# AUDIT PROCUREMENT GUIDE



**STATE OF TENNESSEE**  
**COMPTROLLER OF THE TREASURY**  
Department of Audit



2008

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## **AUDIT PROCUREMENT GUIDE**

### **1. Introduction**

Under existing laws, the Office of the Comptroller of the Treasury of the State of Tennessee is responsible for ensuring that each local government is audited annually. Such audit may be performed under contract with an external audit firm or by the staff of the Comptroller's Office. This audit procurement guide is intended to assist government officials in selecting an auditor and contracting for the performance of such an audit. This is only a guide and may be modified to fit your entity's specific needs. Questions are often raised about this process and what should be included in the audit report. A synopsis of the questions asked most often follows:

### **2. What are the purposes of the financial and compliance audit?**

The primary purpose of the audit is to determine if financial statements are presented fairly and comply with the requirements of state and local laws and regulations. However, the audit has many other benefits:

- The report is available to any citizen interested in the cost of government and how government is funded.
- The audit identifies problems in the local government's financial operation and recommends corrective action.
- The audit enables government officials to assess the local government's financial condition.
- The audit can be used to provide other agencies with information regarding grants.
- The audit can be used by lending institutions to establish the credit worthiness of the local government.
- The audit can be used by the governing body to determine whether the local government has faithfully followed its mandates and policies.
- The audit can serve as a means of preventing and detecting fraud and dishonesty or unintentional misapplication of funds.

### 3. What information should the audit contain?

There are several financial statements, schedules, and reports that the audit report must contain before approval by the State Comptroller. A qualified auditor will automatically ensure that these items are included in the report.

- A. Introductory Section (table of contents, letter(s) of transmittal, etc.)
- B. Financial Section
  - 1. Independent Auditor's Report on the Financial Statements
    - a. The report should be either (1) unqualified, (2) qualified, (3) disclaimer, or (4) adverse. The report should detail why an unqualified opinion could not be given
  - 2. Management's Discussion and Analysis
  - 3. Financial Statements
  - 4. Notes to the Financial Statements
  - 5. Required Supplementary Information (RSI)
  - 6. Combining Statements
  - 7. Individual Fund Statements
  - 8. Supplemental Schedules (including a Schedule of Expenditures of Federal Awards and State Financial Assistance)
  - 9. Statistical Information
  - 10. Independent Auditor's Report(s) on Internal Control and Compliance
  - 11. The report(s) on internal control and compliance should state that the audit was performed in accordance with *Government Auditing Standards* (generally accepted government auditing standards (GAGAS)) and the provisions of OMB Circular A-133 (as applicable).
  - 12. The report(s) on internal control and compliance should detail any weaknesses noted or make reference to the findings and recommendations section of the audit report. When reporting on instances of noncompliance and internal control weaknesses, the following items should be included:
    - a. The findings.

- b. Recommendations for improvement.
- c. Comments on corrective action planned.
- d. Concurrence or nonconcurrence of appropriate official with the audit finding.
- e. Comments on the disposition of prior year findings.

#### **4. What qualifications should an auditor have?**

For the audit to be accepted by state and federal governments, the auditor must be either a certified public accountant licensed to practice in Tennessee, or a member of the audit staff of the Tennessee State Comptroller's Office. Out-of-state firms auditing organizations that are not based in the State of Tennessee must comply with the requirements of the applicable state(s).

The auditor should have adequate training and experience in governmental accounting and be in good standing in the profession. The auditor in charge of the field work should have a practical working knowledge of applicable state and federal laws and regulations. The auditor should be independent under the requirements of the American Institute of Certified Public Accountants (AICPA) and *Government Auditing Standards* in relationship to the engagement. The audit firm should be currently registered with the State Board of Accountancy and should have participated in an external quality control review at least once every three years, conducted by an organization not affiliated with the firm. (A copy of both the most recent external quality control review report and letter of comment should be provided to the local government.) All audit staff assigned to the audit should have the necessary hours of continuing professional education required by *Government Auditing Standards*.

#### **5. How important is cost in making a decision?**

Section 12-4-106, *Tennessee Code Annotated*—Contracts for professional services

Contracts by counties, cities, metropolitan governments, towns, utility districts and other municipal and public corporations of the state, for legal services, fiscal agent, financial advisor or advisory services, educational consultant services, and similar services by professional persons or groups of high ethical standards, shall not be based upon competitive bids, but shall be awarded on the basis of recognized competence and integrity. The prohibition against competitive bidding in this section shall not prohibit any entity enumerated from interviewing eligible persons or groups to determine the capabilities of such persons or groups.

#### **6. How is the auditor selected?**

The State Attorney General, in an opinion dated March 7, 1985, stated that governmental units are prohibited by statute from awarding [audit] contracts on the basis of competitive bidding. In

a letter to the Comptroller of the Treasury, dated April 23, 1985, the Attorney General clarified this opinion as follows:

Nothing in *Tennessee Code Annotated* Section 12-4-106 prohibits a governmental entity from requesting proposals from accounting firms for the audit function and to consider price as one factor among others in determining what accounting firm to hire. However, it should be made very clear to firms submitting proposals that cost is only one factor and that the contract will not necessarily be awarded to the lowest in cost.

In order to comply with state statutes regarding the awarding of a contract to audit, a Request for Proposal (RFP) should be used as a basis for awarding a contract to audit. (Refer to page 8.)

The cost is only one factor to be considered in awarding a contract to audit. Accordingly, such a contract may or may not be awarded to the low bidder.

Some factors to be considered in awarding a contract are (1) extent and quality of the governmental auditing experience of the firm, (2) the experience of those who would be assigned the actual work, (3) the ability of the auditor to meet the work schedule, and (4) the proposed cost.

The evaluation factors enumerated above and expanded on page 17 are some of those recommended for evaluation. The local government's representatives should not feel constrained about limiting the evaluation factors to those listed in the publication, but the factors to be evaluated should be relevant to the audit and to the audit firm's ability to respond.

## **7. The audit committee**

The audit firm should be employed by, and ultimately report to, the local government's governing body. However, the use of an audit committee to help select and oversee the audit has been used to some advantage in some Tennessee governments and more extensively in other states and in private industry. This approach may be one your local government would like to explore.

In February 2006, the Government Finance Officers Association (GFOA) Executive Board approved a recommended practice regarding audit committees. This recommendation states, in part:

The governing body of every state and local government should establish an audit committee or its equivalent;...The audit committee should be formally established by charter, enabling resolution, or other appropriate legal means and made directly responsible for the appointment, compensation, retention, and oversight of the work of any independent accountants engaged for the purpose of preparing or issuing an independent audit report or performing other independent audit, review, or attest services. Likewise, the audit committee should be established in such a manner that all accountants thus engaged report directly to

the audit committee. The written documentation establishing the audit committee should prescribe the scope of the committee's responsibilities, as well as its structure, processes, and membership requirements.

## **8. When to contract**

So that an auditor may have time to adequately plan and schedule the audit, a local government should award the contract as early in a fiscal year as possible. A good time to start the procurement process is immediately after the annual audit of the prior year is completed and presented to the governing body and the Comptroller of the Treasury. Every effort should be made to award the contract prior to the end of the fiscal year to be audited.

## **9. The audit contract**

The audit contract must be executed in triplicate on original forms made available by the Comptroller of the Treasury on the web. The contract provides a section that allows the local government or auditor to add special restrictions or requirements. A local government would be well advised to use this section to formalize any verbal agreements made with the auditor. A copy of the most current version of the contract can be obtained at the following web address: [http://www.comptroller.state.tn.us/ma/contract\\_to\\_audit.pdf](http://www.comptroller.state.tn.us/ma/contract_to_audit.pdf).

## **10. What information should the local government have available for the auditor?**

Government officials can reduce audit costs significantly by preparing in advance for the audit. Inaccurate and incomplete financial records will cause the auditor to spend many extra hours during the audit examination. The auditor will have no choice but to bill the local government for these hours.

The local government can prepare, in advance, certain information the auditor will need, including:

- A list of uncollected receivables.
- A list of fixed assets acquired during the year.
- A list of principal revenue sources.
- A list of accounts receivable and payable.
- A list of insurance in force.
- Grant applications and regulations (grant contract numbers, federal CFDA numbers).
- Bank accounts.

- Investments.
- A list of grantors.
- Bond and note information.
- Minutes of the board meetings.

**11. Where can additional information be obtained?**

References

State of Tennessee, Department of Audit–*Audit Manual*

American Institute of Certified Public Accountants (AICPA), *Audits of State and Local Governments*.

OMB Circular A-133: *Audits of States, Local Governments, and Non-Profit Organizations*.

Government Finance Officers Association, *An Elected Official's Guide: Audit Committees* and *An Elected Official's Guide to Auditing*.

Technical Assistance

State of Tennessee, Comptroller of the Treasury, Division of Municipal Audit, (615) 532-4460

State of Tennessee, Comptroller of the Treasury, Division of County Audit, (615) 401-7841.

**REQUEST FOR PROPOSAL**  
**Financial and Compliance Audit**  
\_\_\_\_\_(Local government)  
\_\_\_\_\_(Date)

**Purpose**

\_\_\_\_\_ has issued this request for proposals from interested auditors, who are qualified under state law and regulations, for the performance of a financial and compliance audit of \_\_\_\_\_ in accordance with the requirements of the laws and/or requirements of the State of Tennessee. This audit shall be for the period beginning \_\_\_\_\_ and ending \_\_\_\_\_.

**Scope**

The auditor shall perform a financial and compliance audit of the financial statements of all funds and grant contracts of the local government.

**Type of Audit**

The auditor shall conduct the audit in accordance with *Government Auditing Standards* and requirements prescribed by the Comptroller of the Treasury, State of Tennessee. If applicable, the audit should be conducted in accordance with the provisions of the Single Audit Act and U.S. Office of Management and Budget (OMB) Circular A-133 and any other applicable federal management circulars.

**General Requirements**

1. The auditor shall, as part of the written audit report, submit to the organization's governing body a report containing an expression of an opinion that the financial statements are fairly presented, or an opinion qualified as to certain funds or items in the financial statements, a disclaimer of opinion and the reasons therefore, or an adverse opinion, and shall explain in every detail any unusual items or circumstances under which the auditor was unable to reach a conclusion. This report shall state that generally accepted government auditing standards have been followed in the audit.
2. The auditor's opinion shall be expressed on the opinion units identified in the AICPA Audit and Accounting Guide: *Audits of State and Local Governmental*, as well as the additional requirements in the State of Tennessee Department of Audit *Audit Manual*.
3. The auditor shall furnish copies of the report to the governing body. The auditor shall file copies of said report with the Comptroller of the Treasury, and with the appropriate officials of the granting agencies listed below:

\_\_\_\_\_  
\_\_\_\_\_

- 
- 
4. If a management letter or any other reports or correspondence relating to findings or recommendations are issued in connection with this audit, a copy shall be filed with the Comptroller of the Treasury. Such management letters, reports, or correspondence shall be consistent with the findings published in the audit report (i.e., they shall disclose no material matters not also disclosed in the findings found in the published audit report).
  5. The audit shall begin prior to \_\_\_\_\_, and the reports shall be submitted prior to \_\_\_\_\_, but in no case shall be filed later than six (6) months after the fiscal year-end.
  6. Pertinent data from the working papers shall be available for three years for reference if requested by the local government.
  7. Any evidence of fraud, such as defalcation, misappropriation, misfeasance, malfeasance, embezzlement or other illegal acts shall be reported by the auditor, **in writing immediately upon discovery**, to the Comptroller of the Treasury, State of Tennessee, who shall under all circumstances have the authority, at the discretion of the Comptroller, to directly investigate such matters. If the circumstances disclosed by the audit call for a more detailed investigation by the auditor than necessary under ordinary circumstances, the auditor shall inform the organization's governing body in writing of the need for such additional investigation and the additional compensation required therefore. Upon approval by the Comptroller of the Treasury, an amendment to this contract may be made by the organization's governing body and the auditor for such additional investigation.
  8. An audit exit conference with those charged with governance will be conducted by the auditor in charge. At this time, the findings and recommendations regarding compliance and internal control shall be discussed. Those charged with governance shall have the opportunity to respond in writing, to the findings. Responses shall be included in the audit report.
  9. The records of the local government will not be removed from government offices except with expressed written permission of the local government.
  10. The audit firm shall state its willingness to enter into a contract for one year, renewable annually for each of the next two years by the local government.
  11. All adjusting entries will be submitted to the local government in writing with sufficient explanation so that they can be easily understood and properly posted to the financial records. Example: listing of invoices charged to accounts payable supporting any adjusting entries.

### **General Information**

The local government shall have closed and balanced all accounts and shall have prepared financial statements for all funds to be examined by the auditor. Page 12 presents an example that should be expanded to provide the auditor with details of the local government's accounting system.

If additional information is required prior to submitting a proposal, inquiries should be directed to \_\_\_\_\_ at \_\_\_\_\_, or by telephone at \_\_\_\_\_.

### **Proposal Format**

The proposal shall be styled at the discretion of the submitter; however, at a minimum it must address these areas:

1. Nature and extent of the firm's governmental auditing experience.
2. A copy of the audit firm's most recent external quality control review report should be provided to the local government.
3. Organization size and structure of the firm.
4. Qualifications of staff to be assigned to the work. Education, position in firm, and years and types of experience will be considered.
5. Availability of the auditor to the local government for specialized consultation and support assistance on sensitive or highly specialized issues.
6. Type and level of training provided to the firm's staff. Assurance that all audit staff assigned to the audit have obtained the necessary hours of continuing professional education required by *Government Auditing Standards*.
7. The audit fee must be quoted either as a fixed amount or rate per hour, with total estimated hours. If the latter method is used, a maximum amount must be stated for budgetary purposes. Also, estimated incidental expenses, such as travel and supplies, will be included.

### **Submittal Information**

Proposals shall be submitted no later than \_\_\_\_\_, to:

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**Opening of Proposals**

All proposals will be opened at the regular meeting of those charged with governance to be held on \_\_\_\_\_ or at a later time and date as specified below.

Time: \_\_\_\_\_

Date: \_\_\_\_\_

Place: \_\_\_\_\_

**Reservation of Right**

The local government reserves the right to reject any or all proposals, to waive technicalities or informalities, and to accept any proposal deemed to be in the best interest of the local government.

\_\_\_\_\_  
Local government's Name

Budget \_\_\_\_\_

Accounting System	
Number of funds	
Number of component units (governmental, proprietary, trust and agency)	
Checking accounts	
Number of purchase orders	/year
Number of checks written	/year
Number of receipts	/year
Payroll	
Number of employees	
Frequency of payroll	
Number of payroll checks	/year
Other Records	
Item	Volume

# CONTRACT TO AUDIT ACCOUNTS

OF

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(GOVERNMENTAL UNITS AND/OR RECIPIENTS OF  
GRANT FUNDS)

FOR THE PERIOD

FROM \_\_\_\_\_ TO \_\_\_\_\_

Please include current email information below. If your email information changes after this contract is approved, updated information should be submitted via the form located at:  
<http://www.comptroller.state.tn.us/ma/forminst.htm>.

CPA's E-Mail Address:

\_\_\_\_\_

Government's/Nonprofit's E-Mail Address:

\_\_\_\_\_

(See Instruction # 11)

For Department of Audit use only

Copies of the audit report resulting from this contract are to be filed with the office noted below:

☐ Municipal Audit

☐ County Audit

(See Instruction # 10)

March 2008

CONTRACT TO AUDIT ACCOUNTS

OF \_\_\_\_\_  
(Name of Organization)

This agreement made this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_, by and between \_\_\_\_\_  
(Auditor)

\_\_\_\_\_, hereinafter referred  
(Full Address of Auditor)

to as the "auditor" and \_\_\_\_\_, of  
(Name of Organization)

\_\_\_\_\_, hereinafter referred to as the "organization"  
(Full Address of Organization)

(governmental unit or grant recipient), as follows:

1. In accordance with the requirements of the laws and/or regulations of the State of Tennessee, the auditor shall perform a financial and compliance audit of the financial statements of all funds, and grant contracts of the organization for the period beginning \_\_\_\_\_, and ending \_\_\_\_\_ with the **exception of the funds and/or contracts as listed below** (explanations should be attached for each situation noted):

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. The auditor shall conduct the audit in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and requirements prescribed by the Comptroller of the Treasury, State of Tennessee. If applicable, the audit is to be conducted in accordance with the provisions of the Single Audit Act and U.S. Office of Management and Budget (OMB) *Circular A-133*. The audit is also to be conducted in accordance with any other applicable federal management circulars.

3. The auditor shall, as part of the written report of audit, submit to the organization's governing body a report containing an expression of an unqualified or modified opinion on the financial statements. **(See Instruction 4)** This report shall state that *Government Auditing Standards* have been followed in the audit, except when a disclaimer of opinion is issued. If the organization is a component unit or fund of another entity, it is agreed that: (a) the financial statements may be included in the financial statements of the other entity; (b) the principal auditor for the other entity may rely upon this contracted auditor's report; (c) any additional information required by the principal auditor of the other entity will be provided in a timely manner.

4. It is agreed that *Government Auditing Standards* include consideration of internal controls to determine auditing procedures for the purpose of expressing opinions on the financial statements and, if applicable, on compliance with the requirements of federal financial assistance programs. It is also agreed that *Government Auditing Standards* require the auditor to report on the internal control and on compliance with applicable laws and regulations and other matters. This report shall state the audit was performed in accordance with *Government Auditing Standards*. This report shall be issued regardless of whether the organization received any federal funding. Audit reports of entities which are subject to the provisions of the Single Audit Act and OMB *Circular A-133* shall include the additional report required by that circular. This report shall state the audit was performed in accordance with *Government Auditing Standards* and in accordance with OMB *Circular A-133*. Any other applicable federal management circulars shall also be referenced in this report.

5. The auditor shall make a written report, which shall be a part of the written report of audit, to the organization's governing body setting forth findings, recommendations for improvement, concurrence or nonconcurrence of appropriate officials with the audit findings, comments on corrective action taken or planned, and comments on the disposition of prior year findings. These findings and recommendations shall either be part of the report on internal control and compliance with applicable laws and regulations and other matters, described in paragraph 4, or they shall be incorporated by reference in the report.

6. If a management letter or any other reports or correspondence relating to other matters involving internal controls and recommendations are issued in connection with this audit, a copy shall be filed with the Comptroller of the Treasury. Such management letters, reports, or correspondence shall be consistent with the findings published in the audit report (i.e., they shall disclose no reportable matters not also disclosed in the findings found in the published report of audit).

7. Instances of noncompliance which are not related to federal funds (reporting noncompliance related to federal financial assistance is addressed in OMB *Circular A-133*) should be reported in accordance with *Government Auditing Standards*. If any other instances of noncompliance or other matters are communicated to management in writing, this communication shall be disclosed in the report on internal control and compliance and a copy submitted to the Comptroller of the Treasury.

8. The auditor shall furnish \_\_\_\_\_ copies of the report to the organization's governing body. It is anticipated that the auditor's report shall be filed prior to \_\_\_\_\_, **but in no case, shall be filed later than six (6) months following the fiscal period to be audited, without prior written explanation to the Comptroller of the Treasury, State of Tennessee and the organization.** The auditor shall file **one (1) printed copy** (it is requested that an electronic copy be filed with the printed copy, but the electronic copy may not replace the printed copy) of said report with the Comptroller of the Treasury, State of Tennessee, and with the appropriate officials of the granting agencies listed below. The auditor shall,

for all Municipalities and Emergency Communications Districts, file two (2) printed copies of said report. In certain instances, additional copies of the report may be required to be filed with the Comptroller. Requirements for additional copies should also be addressed below.

9. The auditor agrees to retain working papers for no less than five (5) years from the date the report is received by the Department of Audit. In addition, the auditor agrees that all audit working papers shall, upon request, be made available in the manner requested by the Comptroller for review by the Comptroller of the Treasury or the Comptroller's representatives, agents, and legal counsel, while the audit is in progress and/or subsequent to the completion of the report. Furthermore, at the Comptroller's discretion, it is agreed that the working papers will be reviewed at the office of the auditor, the entity, or the Comptroller and that copies of the working papers can be made by the Comptroller's representatives or may be requested to be made by the firm and may be retained by the Comptroller's representatives.

10. Any reasonable suspicion of fraud, such as defalcation, misappropriation, misfeasance, malfeasance, embezzlement or other illegal acts shall be reported by the auditor, **in writing immediately upon discovery**, to the Comptroller of the Treasury, State of Tennessee, who shall under all circumstances have the authority, at the discretion of the Comptroller, to directly investigate such matters. If the circumstances disclosed by the audit call for a more detailed investigation by the auditor than necessary under ordinary circumstances, the auditor shall inform the organization's governing body in writing of the need for such additional investigation and the additional compensation required therefore. Upon approval by the Comptroller of the Treasury, an amendment to this contract may be made by the organization's governing body and the auditor for such additional investigation. **(See Instruction 12)**

11. (Special Provisions) \_\_\_\_\_

12. In consideration of the satisfactory performance of the provisions of this contract, the organization shall pay to the auditor a fee of \_\_\_\_\_ (Fees may be per diem or fixed amounts. If per diem, an estimated gross fee should be furnished to the governing unit for budgetary purposes. A schedule of such per diem fees should be set forth below. Interim billings may be arranged with consent of both parties to this contract.) Provision for the payment of fees under this agreement has been or will be made by appropriation of the governing body.

(Estimated gross fee: \_\_\_\_\_)

#### SCHEDULE OF PER DIEM FEES:

13. It is agreed that this audit will conform to standards, procedures, and reporting requirements established by the Comptroller of the Treasury. It is further agreed that any deviation from these standards and procedures will be approved in writing by the Comptroller of the Treasury prior to the execution of the contract. The interpretation of this contract shall be governed by the above-mentioned publications and the laws of the State of Tennessee.

14. As the auditor and authorized representative of the firm, I do hereby affirm that our office is currently registered with the State Board of Accountancy and our organization has participated in an external quality control review at least once every three (3) years, conducted by an organization not affiliated with our firm, that a copy of our most recent external quality control review report has been provided to the organization, and that all members of the staff assigned to this audit have obtained the necessary hours of continuing professional education required by *Government Auditing Standards*. **(Refer to instruction 9)**. In addition, as the auditor I also affirm that all auditors participating in the engagement are independent under the requirements of the AICPA and *Government Auditing Standards*.

15. This writing, including any amendments, contains all terms of this contract. There are no other agreements between the parties hereto and no other agreements relative hereto shall be enforceable, unless entered into in accordance with the procedures set out herein and approved by the Comptroller of the Treasury, State of Tennessee.

\_\_\_\_\_  
Audit Firm

\_\_\_\_\_  
Governmental Unit or Grant Recipient

\_\_\_\_\_  
Print or Type Signature Name

\_\_\_\_\_  
Print or Type Signature Name

By \_\_\_\_\_  
Signature

By \_\_\_\_\_  
Signature

Title/Position: \_\_\_\_\_

Title/Position: \_\_\_\_\_

Date: \_\_\_\_\_

Date: \_\_\_\_\_

#### Approved by the Comptroller of the Treasury, State of Tennessee

By \_\_\_\_\_  
For the Comptroller

Date: \_\_\_\_\_

## INSTRUCTIONS

## Contract to Audit Accounts

1. All contracts for auditing financial statements between an auditor and any governmental entity or private or nonprofit organization receiving funds from the State of Tennessee require the prior approval of the Comptroller of the Treasury, State of Tennessee. (Such approval is not required for system improvement and similar services of a non-audit nature.)
2. The contract should be executed in triplicate and submitted to the Comptroller of the Treasury, State of Tennessee -- for municipalities, school activity and non-centralized cafeteria funds, charter schools, utility districts, housing authorities, or for private or nonprofit organizations to the Division of Municipal Audit; and for counties and county related entities to the Division of County Audit., as noted below:

Division of Municipal Audit Bank of America Plaza 414 Union Street, Suite 1100 Nashville, Tennessee 37219-1718	Division of County Audit Suite 1500, James K. Polk Building Nashville, Tennessee 37243-0269
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3. Upon approval by the Comptroller of the Treasury, State of Tennessee, one contract will be returned to the organization, one forwarded to the auditor, and one retained by the Comptroller of the Treasury. The audit should not be started before the contract is approved.
4. The auditor's opinion shall be expressed on each of the opinion units which collectively comprise the basic financial statements. The organization may require the auditor to express an opinion on the basic financial statements and on combining and individual fund financial statements presented as supplementary information. Reference: AICPA Audit and Accounting Guide - *Audits of State and Local Governments*. The auditor and the organization should contemplate an unqualified opinion on the basic financial statements, and any limitations or restrictions which would lead to a qualification should be fully explained. If an auditor anticipates issuing a disclaimer or an adverse opinion on a governmental entity's financial statements due to an incomplete presentation under GASB Statement 34 or for any other reason, the auditor should contact the appropriate division, i.e., the Division of County Audit or the Division of Municipal Audit for guidance concerning financial statement presentation.
5. The responsibility of the auditor for funds not covered under the contract should be set forth in Paragraph 1, and the assistance and information that is to be furnished by the organization should be set forth in Paragraph 11 of the contract. An addendum may be used where additional space is required.
6. If, after being approved, the contract is modified by either of the parties, the modification must be reduced to writing and submitted to the Comptroller of the Treasury, State of Tennessee, for approval. No change shall be effective unless approved by the Comptroller. Original signatures are required on all copies of the contract. Retyped copies of this contract will not be approved. However, photo copies are permissible.
7. The scope of the audit should be clearly stated and the fee stated so the amount can be easily determined. A separate contract is not necessary for each division within an organization. The fee should be so stated that the amount to be paid by each unit is easily determined.
8. The number of copies (specified in paragraph 8 of the contract) of the report of audit and any other written report by the auditor shall be filed with the Comptroller of the Treasury, State of Tennessee, when (or prior to) submitting a final invoice to the entity for services rendered. These reports, as filed with the Comptroller of the Treasury, State of Tennessee, become a matter of public record and are available for inspection.
9. Any firm submitting contracts to audit for approval should file a single copy of the firm's most recent external quality control review report and related letter of comment, as applicable, with the Comptroller of the Treasury. A copy of the most recent external quality control review report should be on file with the Comptroller of the Treasury before contracts to audit can be approved.
10. The shaded box on the front of this contract identifies the division of the Department of Audit with which the audit report must be filed. The *Audit Manual for Local Governmental Units and Recipients of Grant Funds* published by the Comptroller of the Treasury provides for specific reporting requirements for each division. The auditor should refer to the manual for guidance on these requirements prior to submission of the report.
11. Both the auditor and the entity are responsible for filing updated contact information with the Comptroller's Office, including email addresses, phone numbers, postal address, etc. To submit any changes, please access our web site at <http://www.comptroller.state.tn.us/ma/maforms.htm>. If the organization does not have internet access, please contact the appropriate division to obtain a form and mail the completed form to the address in instruction 2.
12. Any amendment is subject to the same approval process as the original contract. No work should begin until the amendment is signed by all parties. For an example amendment, please access our web site at <http://www.comptroller.state.tn.us/ma/maforms.htm>.

## **EVALUATION**

The following factors should ordinarily be considered during the evaluation:

### **Technical Factors**

1. Does the proposal clearly state an understanding of the work to be performed?

Evaluators should consider:

- appropriateness and adequacy of proposed procedures.
  - reasonableness of time estimates.
  - appropriateness of assigned staff levels.
  - timeliness of expected completion.
2. Technical experience of firm.
  3. Qualifications of staff.
  4. Size and structure of firm.

### **Cost Factors**

Although cost is a significant factor, it should not be the dominant factor. Cost should be given more importance when all the other evaluation criteria are relatively equal.

If there is reason to believe that an unreasonably low proposal has been made, it should be rejected. One method of measuring reasonableness is to divide the proposed cost by a reasonable average hourly rate to show hours of effort that might be expected. (Refer to page 18 for an example of a proposal evaluation method).

### **EXAMPLE OF A PROPOSAL EVALUATION METHOD**

The following is an example of a method of evaluating proposals. The evaluation formula and the values assigned to the criteria given are for illustration only. Local governments should design formulas and criteria that meet its needs.

Total scores will be determined by adding the points received for technical qualifications (maximum of 70 points) to the points received for the cost of the audit (maximum of 30 points). The total score will be determined by the following formula:

$$\begin{array}{rcl} \frac{\text{Technical score for this firm}}{\text{Highest technical score received}} & \times 70 & = \text{Technical score} \\ \\ \frac{\text{Lowest cost of all bids}}{\text{Costs of bid for this firm}} & \times 30 & = \text{Cost score} \end{array}$$

In the event that oral interviews are necessary, additional points will be given on a scale of 0-10. Although the total score will be a significant factor, the local government reserves the right to make the final selection.

The evaluation of technical qualifications will be based on the following criteria:

#### **Mandatory Criteria**

Auditors will not be considered unless they meet each of the following criteria:

1. Must be a certified public accountant properly licensed to practice in the State of Tennessee.
2. Must meet the independence standard established by GAO.

## Technical Criteria

Auditors who have met each of the above criteria should be evaluated using the following:

	Point Range
1. Prior experience in auditing local governments. (Consider: size, complexity, etc.)	0-20
2. Organization size and structure of firm.	0-5
3. Qualification of staff, including consultants, to be assigned to the audit. (Education, position in firm, and years and types of experience will be considered.) (0-25)	
(a) Qualifications and audit team makeup	0-20
(b) Overall supervision to be exercised over audit team by firm's management	0-5
4. Firm's understanding of work to be performed. This will be determined by the approach to the audit and the time estimated to perform each section. (0-20)	
(a) Audit coverage	0-15
(b) Realistic time estimates of program section	0-5
	<hr/>
Technical points	0-70
5. Cost of the audit.	0-30
	<hr/>
Maximum points	100